

**ASSESSING THE EFFECTIVENESS OF NATIONAL EMERGENCY MANAGEMENT
AGENCY ON COMMUNITY BASED INTERNALLY DISPLACED PERSONS IN
SELECTED COMMUNITIES OF BAUCHI STATE, NIGERIA 2015-2016**

BY

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**DEPARTMENT OF SOCIOLOGY
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AHMADU BELLO UNIVERSITY
ZARIA, NIGERIA**

APRIL, 2021

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**DEPARTMENT OF SOCIOLOGY,
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ZARIA, NIGERIA**

APRIL, 2021

DECLARATION

I, Lamarin Abdul Gamawa, P16SSSG8172, hereby declare that this dissertation entitled *“Assessing the Effectiveness of National Emergency Management Agency on Community Based Internally Displaced Persons in Selected Communities of Bauchi State, Nigeria 2015-2016”* is a product of my own research effort. It has not been presented or published anywhere by any person, institution or organization for any previous application for a degree or any other qualifications. All sources of information used have been duly acknowledged by means of references.

Lamarin Abdul Gamawa

Date

CERTIFICATION

The research titled *Assessing the Effectiveness of National Emergency Management Agency on Community Based Internally Displaced Persons in Selected Communities of Bauchi State, Nigeria 2015-2016* meets the regulations governing the award of Master Degree in Sociology, Faculty of Social Sciences of the Ahmadu Bello University, Zaria, and is approved for its contributions to knowledge and literary presentation.

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DEDICATION

I dedicate this dissertation to Allahu Subhanahu Wa Ta'ala and, to His beloved Messenger, Muhammad, Sallallahu Alaihi wa Sallam. Also, to my parents, Late Abdurrahman Adamu Kime and Late Hajiya Khadija Bint Khalid (Yaganani). Then, to my loving step Mother, Late Aishatu Saleh Beli (Uma Lami).

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LIST OF ACRONYMS AND ABBREVIATIONS

CIA	Central Intelligence Agency
CABIDPs	Camp Based IDPs
COBIDPs	Community Based IDPs
DERA	Disaster Preparedness and Emergency Response
DMO	Disaster Management Organization (Ghana)
DOC	Disaster Operation Centre (Kenya)
DTM	Displacement Tracking Matrix
FAO	Food and Agriculture Organization
IDMC	International Displacement Monitoring Centre
IDNDR	International Decade for Natural Disaster Reduction
IDPs	Internally Displaced Persons
IRO	International Refugee Organization
LEMA	Local Government Emergency Management Agency
MDAs	Ministries, Departments and Agencies
NCFR	National Commission for Refugees
NCP	National Contingency Plan
NDMC	National Disaster Management Centre (South Africa)
NDMF	National Disaster Management Framework
NEMA	National Emergency Management Agency
NERA	National Emergency Relief Agency
NHRC	National Human Rights commission

NRCS	Nigerian Red Cross Society
OCHA	Office for the Coordination of Humanitarian Affairs
RUF	Revolutionary United Front
SAR	Search and Rescue
SEMA	State Emergency Management Agency
SPLA	Sudan People's Liberation Army
UNGP	United Nations Guiding Principles on Internal Displacement
UNHCR	United Nations High Commission on Refugees
WHO	World Health Organization

ABSTRACT

Displacement of Persons resulting from human conflicts is becoming an issue of global concern. Many Internally Displaced Persons (IDPs) are settled in camps, but majority of these persons in North Eastern Nigeria are based in various host communities. These displaced persons need urgent, stringent and continuous support which is expected from the National Emergency Management Agency (NEMA). Therefore, this study is aimed at examining the effectiveness of NEMA in assisting the community based IDPs, between January 2015 to December 2016, in selected communities of Bauchi State. The main objective of the study was to explore the mandate of NEMA in the management of the IDPs with a view to assessing the extent of the application of the mandate in supporting the displaced persons. Reviewed literature suggested that NEMA draws its mandate from the NEMA Act, which was developed from International Disaster Response Techniques, and placed NEMA in the context of disaster response strategies,unveiled some challenges in accomplishing its mandates. Structural Functionalism, a theory which emphasizes on order, stability and consensus in the society was adopted as the theoretical Framework for the study. Both quantitative and qualitative methods were adopted for the study. For the quantitative technique, a total of 244 questionnaires were distributed to the IDPs in three communities of Bununu, Tulai and Liman Katagum, of which 229 were retrieved and analyzed. For the qualitative technique, a total of thirteen persons were interviewed in depth. Of these, four NEMA personnel, one person each from among the IDP leaders, leaders of the host communities and a community member was selected. The study found that although NEMA has been mandated to provide immediate support to the victims of other disasters, there was no explicit mandate on the support to be given to the conflict induced, community based IDPs. Instead,the type of support given to the camp based IDP's is offered to the community based, even though their needs and predicaments are not always similar. The study also found that although NEMA has a viable strategy for the management of persons afflicted with disasters, it has been hindered from providing effective management of the IDPs by numerous challenges. It is suggested that a specific policy should be formulated to mandate NEMA to provide services for the community based, conflict or insurgency induced IDPs whose quandary is peculiar in comparison to others. The study also suggest that States and Local Government Councils should be mandated to enact Laws that will enable them to fully fund SEMA and LEMA personnel and programmes for effective management of human conflict induced, community based IDPs.

CHAPTER ONE

INTRODUCTION

1.1 Background to the Study

Human beings are usually forced to flee from their homes and eventually change their place of habitation either temporarily or permanently due to disasters of different origin. If such persons migrated across their national boundaries in to another country or to other countries, they are regarded as Refugees (United Nations High Commission for Refugees, UNHCR, 2016). However, when these people move from their place of habitual residence to another place within the same nation state, they are termed as Internally Displaced Persons, IDPs (Weis and Korn, 2006). Such a disaster which causes human displacement, being natural or man-made, occur suddenly, but requires urgent and stringent action by other individuals to save victims from suffering, loss of property and death. Such calamities happen in form of disease epidemics, environmental mishaps and social conflicts (Ajiboye, Akinlabi and Ajokpaniovo, 2015; Teghtegh & Adamu, 2015).

The Global Community, as well as individual Nation States had various schemes by which they handle issues of Internal Displacement of Persons, which might have been caused by any kind of disasters. In particular, The United Nations intervenes and assists persons in situations of human displacements through institutions like the World Health Organization, WHO, Food and Agriculture Organization, FAO and the United Nations High Commission for Refugees, UNHCR. On their part, African countries such as Ghana, Kenya and South Africa respond to these concerns with organs like the Disaster Management Organization (DMO of Ghana), Disaster Operation Centre (DOC of Kenya) and National Disaster Management Center (NDMC of South Africa). In Nigeria, the National Emergency Management Agency, NEMA, was

established by the Federal Government of Nigeria to provide urgent aid for victims (of displacement or) from all forms of disasters in the country (Cheruiyot, 2014; NEMA Act, 1999).

In recent times, internal displacement of persons results from human conflicts that occur in form of communal clashes, religious skirmishes and insurgency discords. These have become common place in most societies of the world (Cheruiyot, 2014). From the war-torn Middle East, through the various African nations and down to Nigeria, insurgency and other human conflicts have forced millions of people out of their homes to other places, against their own and their hosts' wishes. Displacement of persons from their place of habitual residence is a main indicator of calamity and it has become a major social problem of our time around the entire globe. Everyday people are forced out of their homes to other destinations for many undesirable and unprecedented reasons. Presently, Europe and other Western countries are battling with the influx of refugees especially from the warring Middle East. Internal Displacement Monitoring Centre, IDMC (2018) indicates that by the year 2000, there were about 40 million IDPs Worldwide, and in 2014 alone 38 million people were displaced, all of them by violent conflict. Most African countries also suffer from the consequences of incessant human displacement. The trend is prominent in countries such as Mali, Libya, Somalia, South Sudan, Central African Republic, Democratic Republic of Congo, Rwanda (since the case of genocide in 1994) to mention but a few (Ngigi, 2015).

In a report by IDMC (2015), only about 8% of the Internally Displaced Persons in Nigeria live in IDP Camps. The remaining 92% of these persons live in various Host Communities of different states of the country. This implies that in this respect, IDPs are categorized into two: Camp-Based IDPs and Community Based IDPs. Therefore, this study focuses on the community based IDPs, because they constitute the majority of the population. Also, attention is mostly paid by

researchers and government agencies to the IDPs based in camps in spite of their being smaller in number compared to those based in communities (IDMC, 2014; Displacement Tracking Matrix, DTM, 2016; World Migration Report, 2018). Importantly, at the time under review (between January 2015 to December 2016), there is no IDP Camp in Bauchi State where this study is conducted, rather IDP Camps are only obtained in Borno and Yobe States. In other words, all IDPs in Bauchi State at the time of the conduct of this study are community based.

The international community had regulations which provide for people to be accommodated by others in time of need. Such regulations have defined who can be considered as displaced under certain circumstances. For instance, the text of United Nations Convention for Refugees in 1951, portrayed refugees as exiles who flee across the borders of their country of origin. They are people who are deprived of their homes and communities and means of livelihood (Weis and Korn, 2006). However, this UN convention has not made any expression on the Internally Displaced Persons, but the acronym is used to describe people who have fled their homes for reasons similar to refugees, but who remain within their own national territory and are subject to the laws of that State (Central Intelligence Agency, CIA, 2015). In other words, under international law, displaced persons are persons or groups of persons who have been forced or obliged to flee or to have cause to leave their homes or place of habitual residence in particular as a result of, or in order to avoid the effect of armed conflict, situations of generalized violence, violations of human rights or natural or human made disasters, and they must have either remained within their own national borders (as internally displaced persons) or they may have crossed an internationally recognized state border as refugees. (Tajudeen & Adebayo, 2013). According to the UNHCR (2016), while they may have fled for similar reasons (with refugees), IDPs stay within their own country and remain under the protection of their government even if

that government is the reason for their displacement.

According to IDMC (2018), since signing and ratifying the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (also known as the Kampala Convention), Nigeria has developed a National Policy on Internally Displaced Persons (IDPs), which will enshrine into domestic law the protections granted to IDPs in the Kampala Convention, and thus facilitate a coordinated response to IDP needs. As at the time of this study the Policy in point is still under discussion in the House of Representatives.

However, earlier before the Kampala Convention Nigeria has established NEMA to provide urgent, necessary and required support for persons afflicted with disaster including the IDPs. In other words, NEMA may have been mandated by the Nigerian State to provide succor to victims of disaster which in any case includes those that were internally displaced for natural or human induced reasons. Evidence from the literature of NEMA proved that it placed emphasis on providing urgent material support to victims of disaster. Accordingly, priority remains around food, physical health and protection (OCHA Nigeria, 2014).

NEMA accomplishes its mandate to the community based IDPs through the design and implementation of strategies. Comparatively, the United Nations strategies involve the mobilization of governments and agencies including some Non-Governmental, Multinational Organizations its appropriate organs, to support persons in critical situations. For example, the World Health Organizations works with Doctors without Borders (also called Medicens Sans Frontiers) for the provision of Medical Care. UN also uses Food and Agriculture Organization to provide Food relief for victims of internal displacement due to any disaster. Also, on their part, other African countries such as Ghana, Kenya and South Africa mobilize support and manpower from their various Ministries and Departments through different Disaster Management Agencies

of their countries to support both Refugees and IDPs (Olagunju, 2006; Olukojalo, Ajayi and Ogungbenro, 2014). NEMA in Nigeria also implores the services of the Military, Government Ministries, Agencies and even Voluntary Agencies as a strategy to attain its mandate on the IDPs. Accordingly, to attain its mandate and achieve the objective of assisting the Internally Displaced Persons, NEMA is said to be facing enormous challenges in Bauchi State in Particular and in Nigeria as a whole (State Emergency Management Agency, SEMA Bauchi, 2016; Ngigi, 2015). Firstly, most African countries are yet to establish Disaster management agencies or even if they have, their organs are far less experienced and developed than NEMA, hence it sets the pace for others to copy, whereas it does not have where to take any precedence. Again, these nations also look up to NEMA for capital support. For example, a few years ago, the National Disaster Management Centre of Congo solicited relief support and technical guidance from NEMA on disaster management (Daily Post, May 3,2013). This means that NEMA only takesprecedence from UN and other established economies that are not on the same region (Gambo, 2006). In addition, IDPs hosted in many communities in different parts of the country are not properly assisted by NEMA, and many of them are in obvious distress (David, Danjuma and Manu, 2016; Roberts, Odong, Browne and Sondorp, 2009).

Consequently, this background detail has provided both theoretical and practical needs of finding out the agency's capabilities of achieving its mandate effectively (providing food, healthcare and shelter effectively for the IDPs). It has therefore become pertinent for careful study and understanding of the condition of the IDPs and their host communities, in the face of the role played by NEMA in the alleviation of their sufferings. Importantly, this also necessitates the need for the examination of the services of this organization (NEMA) for the confirmation of the adequacy of its services or otherwise; thereby seeing which areas need improvement or deserve

modifications. As a result, this research study undertook an assessment of the support or services provided by the government through its outfit, the National Emergency Management Agency. It made a thorough assessment of the contribution of the agency to the community based internally displaced persons in some selected communities of Bauchi State, North Eastern Nigeria. Of note, among the North Eastern States of Nigeria afflicted by recent upsurge, especially by Boko Haram insurgents, Bauchi State is the least affected and provides a safer home for the displaced persons. According to the State Emergency Management Agency (SEMA, Bauchi, 2016), there are over 76, 000 IDPs in the State, above 60% of which are based in some communities of three local government areas of Bauchi, Tafawa Balewa and Toro. The agency also claimed that it had offered support to the immigrants at various times.

Invariably, this study has examined how NEMA has played a role in the management of these IDPs. This management involves provision of material assistance, medical support and rehabilitation. Ultimately, the assessment encompassed a perusal of the mandate, provision of services and operations of the agency in terms of the assistance it gives to the mostly human conflict induced IDPs, who are not based in camps but hosted in various communities chosen for this study in Bauchi State, North Eastern Nigeria.

1.2 Statement of the Problem

The issue of displacement of persons is generating some serious concern in many societies of the contemporary world (Ladan, 2006; Cheruiyot, 2014). This is because, under normal circumstances, human societies are generally confined to given physical environments and, regardless of the difficulties and harshness of their terrains or weather, such people will remain there and feel comfortable, unless forced by some circumstances to migrate. Accordingly, events which cause people to be displaced are accompanied with discomfort, sorrow and intense grief.

In many cases it comes with loss of property and even lives of loved ones. This will eventually exert detrimental influence on physical and mental health of the persons involved. The effects of loss, the difficulty of displacement and the perceived unfriendliness of the new (host) environment are full of serious negative impacts on the physical, psychological, economic and social health of the individuals, which reflects that of their society as a whole (Lin, Dean and Ensel, 1986). Men, women and children in such situations move forcefully from their homes with practically nothing as property. These persons, considered as migrants, described as Refugees or Internally Displaced Persons (Weis and Korn, 2006; Das, 2008) settle, at least temporarily, in an entirely new place, desiring some food, clothing, shelter, medication and other necessities of life. Because of their predicaments, these people constitute a cliché of social problem which the society must give some degree of serious concern. These challenges faced by the Internally Displaced Persons also form a group of personal issues which NEMA should have been mandated to manage.

Accordingly, these people who were forced to flee from their homes, have no assured access to international humanitarian relief and even less prospect of internal protection from the worst sorts of abuses. They become most destitute of the destitute, those most exposed to hunger and disease, and abused by governments and rebel movements, the populations with the highest death rates among all those whom the humanitarians care for. Further damages include loss of lives and property, collapse of physical infrastructure, disruption of means of livelihood and disruption of formal education (Weis and Korn, 2008; Sidi, 2015). Having escaped- by barefoot trekking in most instances- from disaster zone (natural or manmade), the predicaments of these persons may be reduced if they were to receive viable assistance from communities, agencies and governments.

On their part, the receiving societies (host communities) are also threatened with acute shortage of facilities and daily needs as a result of competition over scarce resources. Again, members of the host communities may also anticipate disturbance, following an influx of members from aggrieved communities. The incomers are presumed to have come along with many negative traits, including criminal tendencies, diseases and unhealthy competition for resources. In many cases the assumptions become real, therefore generate further contention among the two communities involved. Naturally, competition over scarce resources is inevitable, which may subsequently evoke discomfort and ill feelings especially among the members of the hosting community. Invariably, for the host communities and other agencies-including government officials, the question of relief and rehabilitation is so far being treated more as charity than a right (Das, 2008). Unfortunately, this sounds disturbing to the affected persons through their perception of negative notions of being reliant and poor or may have feelings of inadequate self-worth. This points to a two-way distress: the dependent displaced persons with their agony of lost on one part, and their hosts being either government or a hosting community who may have to share what they have with the distressed intruders, albeit IDPs (Das, 2008; Ladan, 2006). Consistently therefore, the challenges have dual implications: for the IDPs on one hand and for the host community on the other, each needing an aspect of support from NEMA.

Subsequently, Governments and Non-Governmental organizations track the movement of IDPs from a point of origin to the next. According to SEMA, (2017) in Bauchi State alone, as at December 2016, there were over 76,000 IDPs. But, beyond the statistics, and often ignored, however, are the numerous problems faced by refugees and IDPs that transcend the absence of food, even though food is the main requirement for survival. For example, it has been reported that adequate food supplies have never reached over 82,831 IDPs living in host communities in

Yola North, Yola South, Girei, Gombi, Maiha, Yola North and Mubi in Adamawa State, as at September 2016 at the event of incessant attacks on communities by insurgents. (David et al, 2016). This is an important problem experienced by the IDPs and major area of contention that needed exploration.

The social and psychological consequences of witnessing conflict and subsequent displacement are enormous. For example, experiencing traumatic events could cause emotional disorders which in turn could lead to mental disorders and physical ailments. Other social impairments included overcrowding which affected physical health and contributed to an emotional sense of loss of freedom; and poverty and loss of land which affected physical health from lack of food and income, and mental health because of psychological disturbance and uncertainty (Roberts et al, 2009).

Other issues bothering the IDPs include challenges of family disintegration. This is a major psychosocial constraint. Others include issues of physical security, threats of forcible return to the place of origin where conditions are not ripe for return (as in the case of European Refugees and North Eastern Nigerian IDPs), the right to freedom of movement, refugee status determination, and absence of strong domestic institutional mechanisms for implementing the international protection regime. This necessitates the promulgation of programmes and policies by the countries. So, all these countries also have programmes and policies regarding displacement of persons (Lomo, 2000). The contention here is, could NEMA be mandated by the government to manage the community based IDPs and their hosts? If yes, then it should be known if that is being done effectively.

Another area of contention is that, the IDPs are not suitably assisted by NEMA (David, Danjuma and Manu, 2016). This is to say that NEMA could have some challenges in accomplishing its

mandate on the IDPs in general and those in the communities under study in particular. Comparatively, the United Nations through its refugee agency, UNHCR (2017) on its part declared that it is still searching for solutions because the challenges are enormous. According to the High Commissioners Standing Committee Report of 2015, while the number of Refugees, IDPs, Stateless Persons and Returnees continue to rise, reliable solutions remain elusive. Support is only available to a few of the needy. While it is difficult to survive in host communities, returning home is almost impossible for those forced to migrate. This is because they have lost almost everything they ever had, including houses, businesses and even loved ones (UNHCR, 2016).

Invariably, the challenges faced by NEMA in meeting its assistance mandate to IDPs are very similar to those stated above. They include the problem of funding and the gap in coordination. The problem of inadequate materials also emphasizes the gap in coordination where NEMA hardly supervise or support SEMA in discharging their responsibilities. It also brings forth the issue of inadequate security for the IDPs based either in camps or even in host communities. The continued attacks in different parts of Borno and Adamawa states in which over 2,053 persons have been reportedly killed since January 2014, by the insurgent Boko Haram group, thousands of local people have fled their homes to neighboring states of Gombe, Bauchi, Taraba and the southern parts of Adamawa and Borno states putting more stress on the already strained resources of the host states and communities (OCHA, 2014).

Other constraints and challenges include inadequate staff in terms of numerical strength, lack of educated staff and deficient training of staff; non-implementation of Search and Rescue Operation Procedure; Lack of awareness campaigns especially as it relates to epidemics (such as cholera, Cerebro-Spinal Meningitis even among the IDPs), inadequate office spaces and

importantly inadequate staff such as nursing professionals. For instance, there are only 2 nurses in Gombe Zonal Office, (NEMA, 2012). Also, according to David et al, (2016), the intervention of NEMA is still inadequate for the IDPs in North-Eastern Nigeria. They argued that, the plights of these IDPs need to be improved due to the inadequacy of relief materials and the outbreak of some diseases. Another important challenge which NEMA find difficult to address in the management of IDPs is inadequate provision of food, clothing and beddings. In most instances, food aid is grossly limited.

1.3 Research Questions

1. What is the mandate of the National Emergency Management Agency in the management of Community based Internally Displaced Persons in Bauchi State?
2. What are the strategies of the National Emergency Management Agency in accomplishing its mandate on the Internally Displaced Persons in Bauchi State?
3. What are the challenges faced by the National Emergency Management Agency in accomplishing its mandate on the Internally Displaced Persons between January 2015 to December, 2016 in Bauchi State?
4. How can the challenges faced by the National Emergency Management Agency in supporting the Internally Displaced Persons in Bauchi State be overcome?

1.4 Aim and Objectives of the Study

The aim of the study is to examine the effectiveness of National Emergency Management Agency in supporting the community based Internally Displaced persons in Bauchi State.

Specific objectives include:

1. To identify the mandate of the National Emergency Management Agency in the management of Community Based Internally Displaced Persons.

2. To examine the strategies adopted by the National Emergency Management Agency in the management of Internally Displaced Persons in Bauchi State.

3. To evaluate the challenges faced by the National Emergency Management Agency in supporting the Internally Displaced Persons between January 2015 to December, 2016 in Bauchi State.

4. To identify the measures by which the challenges faced by the National Emergency Management Agency in supporting the Internally Displaced Persons can be overcome.

1.4 Significance of the Study

In recent times, as human conflicts become common place all over the world, internal displacement of persons is of serious concern to scholars, scientists and theorists (Sociologists, Psychologists, Psychiatrists, Demographers and Political Scientists etc.). As a result of increasing rate of internal displacement as well as the role played by NEMA in its management, this sociological phenomenon deserves some serious attention especially in the field of sociology. This study observed the predicaments of the Internally Displaced Persons who fall into a sudden state of physical, emotional, economic and social distress. Fleeing from their zone of comfort and acquaintance, such people are usually troubled, disturbed, discomforted and full of fear. They need a lot of support to accept the bitter realities and live reasonable lives which is to be expected from host communities, and particularly, the government organ, NEMA. Therefore, the work that explores the role and the effectiveness of such management organ as NEMA had, obviously contributed, in its own way to the branches of knowledge as mentioned above and in general to the overall field of Knowledge. In fact, its contribution to knowledge does not stop at the field of sociology alone. Secondly, due to the rapidly increasing nature of the displacement of persons and its

attendant consequences, nongovernmental organizations, international agencies and governments need some guidance on how to improve their operations. In this respect, the study on the effectiveness of NEMA in the management of IDPs has practically contributed to the operations of all care providers, support and management agencies. Nevertheless, this study has identified areas of strengths and weaknesses in both theory and practice of support given by NEMA to the community based IDPs. It had examined the problems and prospects of the practical application of support measures (management) on IDPs particularly by the National Emergency Management Agency. This illustrates the practical significance of this study.

Thirdly, the study has tremendous policy significance for Governments and particularly, the National Emergency Management Agency. As a social support outfit, NEMA's body of knowledge is boosted by contributions of this study which is conducted outside the agency. So far, the bulk of the literature on NEMA has hitherto emerged from within the agency, external theoretical and empirical works on the body being scanty. This work therefore, having explored the subject of support obtained by the internally displaced, has added value to the existing literature on the agency and its mandate on the IDPs. Granted that NEMA and other Support Programmes have separately received some patronage by theorists, combining the two important matters in theoretical studies has been explicitly scarce. Therefore, this study has contributed its peculiar perspective in this regard.

Successively, the contributions of this dissertation to the body of knowledge are manifold. It had contributed in theory to the fields of knowledge of NEMA, Internally Displaced Persons, Social Support to mention but a few. At the conclusion of this study, it has proven to be very significant in future policy review, formulation and implementation. The fact that the study scrutinized the role of government through NEMA in the provision of total support and rehabilitation to the

Internally Displaced Persons, it had also provided practical and factual details of encouragement to the government. It had also discovered some areas of lacuna or lapses, where policies will be desired to improve the situation, and where modified actions will be considered for better results.

1.5 Scope of the Study

This study encompassed a scope of the geographical area as well as the span of the subject (or topic boundaries) outlined for investigation. Therefore, the span of the study in terms of subject includes a thorough assessment of the historical antecedents, organization and functions of the National Emergency Management Agency. It has also explored the effects of unplanned displacement on the persons' complete state of health in the face of the role played by the intervention of NEMA in mediating the predicament of the Internally Displaced Persons.

In its geographical scope, the study focused on the areas (or communities) inhabited by the Internally Displaced Persons in Bauchi State, North Eastern Nigeria. The study revealed that all the 20 local government areas in Bauchi State played host to the Internally Displaced Persons especially the victims of Boko Haram insurgency. It had also discovered that particularly, some three Local Government Areas from the Southern Senatorial District play host to more than 40,000 out of the 72,000 (over half, which is about 54% of the total IDPs) resident in the state (SEMA, 2015). These Local Government Areas which are mostly affected by the influx of IDPs are Tafawa Balewa, Bauchi and Toro. Again, the study found that about six (6) communities were identified to contain higher number of IDPs namely, Bununu, Liman Katagum, Toro, Tulai, Kangere and Galambi. Of these, the study is limited to three communities that host highest numbers in their Local Government Areas. These communities are Bununu (Tafawa Balewa); Liman Katagum (Bauchi) and Toro-Tulai (Toro).

Another important dimension to the study is the time scope. The timing here is essentially concerned

about the management modalities adopted by NEMA on the community based IDPS in the communities studied. Therefore, the study is interested about a time around January 2015, to December 2016, which is 2 years or 24 months, a period where, hitherto, internal displacement was principally at its peak.

CHAPTER TWO

LITERATURE REVIEW AND THEORETICAL FRAMEWORK

2.1 Introduction

In the preceding chapter, the problem statement was presented, research questions were raised and the study objectives clearly stated. In this chapter, literatures related to the topic under investigation are reviewed. It comprised of conceptual review, empirical review and theoretical review. In conceptual review the main issues and concepts inherent in the topic of study are operationally defined. These issues and concepts are adapted to suite the context of the study. Secondly, for the empirical aspect of the literature review, attention is paid to other empirical studies and discussions related to the research questions, in line with the set objectives. Third and finally a major theory was chosen and succinctly analyzed to provide a framework for this study.

2.2 Conceptual Review

2.2.1 Internally Displaced Persons (IDPs)

Displacement of Persons occurs when people under disaster situations leave their place of habitual residence to another, either temporarily or permanently (Baker and Tsuda, 2015). A disaster which might cause such displacement can be either natural (caused by flood, earthquake or fire outbreak) or man-made (as in the case of construction or violent conflict). The phenomena have been classified into different forms by the United Nations, through its refugee agency, UNHCR (2015). These include: Refugees, Asylum Seekers, Stateless Persons, Internally Displaced Persons and Returnees.

Refugees were described as people who have been forced to flee from their homes to another place outside their own country. Refugees were covered by regional and international laws to benefit

from shelter and security of their host Nation even though they may have similar reasons for leaving their homes to those who are described as internally displaced (Tajudeen & Adebayo, 2013; UNHCR, 2015; UNHCR, 2016).

Secondly, asylum seekers are people who were forced by others to leave their home and seek protection from extradition in another country. Usually they are described as Political Asylum Seekers. Such persons apply formally to be protected from persecution from their native countries (UNHCR, 2016).

Thirdly, according to the UNHCR (2015), Stateless Persons are people who were displaced from their countries due to political conflict (for example, civil wars) and were not given citizenship in the countries which they migrated to. UNHCR (2016) contends that since World War II, the number of stateless persons is increasing by the day. Therefore, since these people cannot go back to their countries and were denied citizenship in the countries they moved to, they were described as stateless persons (International Refugee Organization, 1952). Also, according to the UNHCR (2015), Returnees, on then- part are the Refugees, Asylum Seekers and the IDPs who returned to their homes when the condition improved. They were classified in this category because on return they need the same assistance and attention they have needed when they left their homes on the onset of disaster or human induced conflict.

Finally, those people who are termed as 'Internally Displaced Persons' (also called IDPs) are people who have been forced to flee from their homes to seek refuge in another place within their own country. In this case they are still operating within the borders and the confines of the laws of their own fatherland (UNHCR, 2015; Baker and Tsuda, 2016). It is also important to note that Refugees, Stateless persons, Asylum seekers and the IDPs are considered as *migrants*. They can be termed as *emigrants* from their homes and *immigrants* in their host communities (Baker and

Tsuda, 2015). Again, it may be reiterated that terms like IDPs and Migrants are applied for the victims of Boko Haram insurgency and other communal or religious conflicts, and can be used interchangeably in this study. Evidently, the contemporary world is experiencing an upsurge of IDPs owing to the increasing rate of natural and human induced disasters.

Consequently, this study is specifically concerned with the Internally Displaced Persons who, are also referred to as IDPs and termed in this study as such. Of note, IDPs that are based in IDP Camps may be referred to as CABIDPs (Camp Based IDPs). Community based IDPs may be termed as COBIDPs(Community Based IDPs). It is essential to explain here that, reference may only be made to Refugees, Asylum Seekers and Stateless Persons merely by way of clarification, explanation, comparison or critical analysis as the case may be. Particularly, the study is interested in those people formally identified as internally displaced.

2.2.2 National Emergency Management Agency (NEMA)

National Emergency Management Agency is addressed with the acronym, NEMA. It is an agency of the Federal Government of Nigeria apportioned with the responsibility of offering immediate assistance to people in need, especially at times of disaster (NEMA Act, 1990). In many countries of the world, as well as in the United Nations, displacement of persons is treated as an emergency, which also is viewed as a disaster. Disaster is usually classified into natural (flood, earthquake, etc.) or manmade (such as violent conflict) because when they occur, they both displace people (with urgency) from their homes.

Invariably, many scholars and relief organization consider internal displacement of persons as an emergency. Therefore, the interpretation of disaster in United Nations or its agencies (WHO, Red Cross, Red Crescent and even the international Non-Governmental Organizations -such as

Doctors without Borders) includes such incidences where persons were forced to move (especially as a result of violent conflict) from their place of habitual residence to other areas considered safer and, or more secure.

In this study therefore displacement of persons following attack by the insurgent Boko Haram Terrorists is treated as a disaster, and considers all phrases in NEMA documents to have viewed internal displacement of persons as a disaster and tackled as an emergency situation.

However, according to NEMA (2010), the history of National Emergency Management Agency is the story of organized disaster management in Nigeria, which began with the establishment of Fire Brigade Service in 1906. The functions of Fire Brigade Service at the time went beyond firefighting to the saving of lives and property and provision of humanitarian services during emergencies. The noble and systematic approach of Fire Brigade was replaced with ad hoc arrangements domiciled in the offices of the Head of State and the State Governors as disaster management was considered as security issues. This situation continued until 1972/1973 when Nigeria experienced a devastating draught. The draught had negative socio-economic consequences and cost the nation a loss of many lives and properties. This event amongst others led to the establishment of National Emergency Relief Agency (NERA) in 1976 and was charged with the task of collecting and distributing relief materials to disaster victims.

Umar, Umar and Garba (2014), opined that considering the limited scope of NERA, in 1990 based on the United Nations International Decade for Natural Disaster Reduction (IDNDR) vision, Government set up an Inter-Ministerial body to address the natural disaster reduction strategies. In 1993, the Government decided to expand the scope of managing disasters to include all areas of disasters. This bold approach was backed up by decree 119 of 1993 which raised the status of the agency to an independent body under the Presidency.

NEMA (2000) documented that in 1997, the management of NERA organized a National Workshop involving major stakeholders in disaster management in Nigeria to deliberate on critical factors for an effective disaster management system in Nigeria. The workshop, amongst others noted the need to expand the functions of NERA, amend the decree setting up NERA and change the name of the agency to National Emergency Management Agency (NEMA). Secondly, it was mandated to structure the new agency by putting into consideration appropriate policies and strategies such as administration, finance and logistics systems, relief and rehabilitation capabilities and then, research and planning. Finally, it was mandated to appropriate budgetary allocation for the operations of the agency. The acceptance of these recommendations led to the establishment of National Emergency Management Agency (NEMA) in March 1999 by Act 12 of 1999 as amended by Act 50 of 1999 to manage disasters in all its ramifications. Since then, NEMA has developed alongside its sister emergency agencies around the globe, giving assistance to disaster victims in times of need. It is also pertinent to explain that the enabling act of the National Emergency Management Agency has put in place modalities for its establishment, membership of its Governing Council and other incidental or ancillary matters (NEMA Act, 1999).

As proven in the few passages above, this study views National Emergency Management Agency, also addressed here as NEMA, as a body, an organ, or an -agency of the government of Nigeria mandated to assist victims of forceful displacement from their place of habitual residence to another area in the same country by violent conflict (or by any form of disaster).

2.2.3 Management of IDPs

The United Nations through its agencies such as the World Health Organization (WHO), Food and Agriculture Organization (FAO) as well as the International Red Cross and Red Crescent Organizations to mention but a few consider internal displacement of persons as a disaster

because, only a disaster can force human beings to flee from a natural habitat. Again, it is a disaster because it has been classified as a man-made disaster. According to IDMC (2015) and CIA (2015) internal displacement of persons is usually caused by natural disasters, such as erosion and flood; communal and religious clashes; political violence; cattle rustling; forced evictions as a result of competition for resources. All African countries also consider and treat internal displacement as a disaster, which is seen in their managing IDPs with their Disaster Management organs (National Disaster Management Organization in Ghana; National Disaster Management Centre, in south Africa and National Disaster Operation Centre in Kenya, for example).

In the same manner, Nigeria's National Emergency Management Agency deals with internal displacement of persons as a disaster. Cases of flood disaster have been one of the major causes of internal displacement in most parts of the country including the North-East. But, many people have also been displaced as a result of communal clashes. In 2011 post-election violence in some parts of Nigeria has also displaced quite a number of Nigerians. Recently, displacement of persons occurs as a result of insurgency by Boko Haram and counterattacks against such. In the same vein, the United Nations High Commission for Refugees (UNHCR) provides international protection and assistance for refugees, stateless persons and internally displaced persons, particularly in conflict-related emergencies.

Management, on the other hand, involves any action taken by person or organ to help alleviate the suffering of another and assist in reducing their suffering following any emergency discomfort. It goes further to curtail incidences of discomfort and rehabilitate the victim(s). Management of disaster situations entails preparation, preparedness, combating the effects of emergency and reducing further damage (Moore, 2017).

This implies that NEMA responds to victims of all emergency situations as people requiring

management from disasters. LDPs management therefore includes any kind of support or assistance given to such persons as might be afflicted from natural or man-made disasters. This study adopts the above descriptions of management to imply any kind of intervention or support given especially to IDPs who were forced to migrate by natural or man-made disasters.

2.3 Empirical Review

2.3.1 Mandate of Handling Emergency Disasters

The first and major issue to address is what is expected of NEMA in terms of assisting the internally displaced persons. In other words, what are the institutional responsibilities accorded to NEMA in the management of IDPs?

Adefisoye (2015) infers that in a bid to ensuring a virile emergency management practice, which would conform to global best practices, the Federal Government of Nigeria, through the National Emergency Management Agency (NEMA), in 2010, came up with the National Disaster Management Framework (NDMF). The framework was designed among other reasons, to provide jurisdictional responsibilities, promote efficiency and build institutional capacity among the various stakeholders in the area of disaster management. However, since its introduction, the framework is yet to make significant progress in ensuring the provision of effective and efficient institutional capacity especially at the State and Local government levels. Secondly, studies have pointed to gaps and weaknesses of this framework.

In a study, Itumo, Nwobashi and Nwefuru (2016) observed the lacuna which poses challenges of policy and analysis to government as there is no research informed explanations to guide its policy formulation and implementation on the on the matter. Their study interrogated the plights of the internally displaced persons in the Northeastern Nigeria and appraised the efforts

made by Nigerian state to bring succor to their plights. The study, inferred that the Federal Government of Nigeriaset up a committee to draft a National Policy on IDPs to assist in registration and issuance of identity cards,prevention or reduction in instances of internal displacement, and allocation of responsibilities to agencies andorgans of government, non-governmental and civil society organizations. The committee’s workculminated in a National Policy on Internally Displaced Persons which was prepared and presented togovernment in 2011 but it is yet to be officially adopted. The draft Policy is based on the Guiding Principles onInternal Displacement and the African Union Convention for the Protection and Assistance of InternallyDisplaced Persons in Africa (the ‘Kampala Convention’) of 2009.The draft National Policy aims to guide the different branches of government, donors and humanitarianagencies in preventing displacement and in providing protection and assistance to those displaced. It alsoallocates responsibilities to the appropriate government bodies for different aspects of the short, medium andlong-term response to internal displacement, with the existing National Commission for Refugees (NCFR) as thegovernmental focal point with responsibility for coordinating the activities of all agencies, includinginternational humanitarian agencies. Furthermore, it empowers the National Emergency Management Agency,the Human Rights Commission and the Institute of Peace and Conflict Resolution to partner with the NCFR tosupport the activities of the states and local governments in implementing the Policy within their respective spheres of activities.

The Policy starts by re-affirming the fundamental rights of all citizens under the 1999 Constitution butalso acknowledges the particular vulnerabilities of women and children, according them special guarantees. Itthen includes measures to protect against being displaced and sets out standards pertaining to the delivery ofhumanitarian assistance by national and

international humanitarian agencies. To this end, the Policy envisages the application of various laws and institutions to the protection of IDPs under what it terms a 'humanitarian framework of cooperation' of all relevant ministries, states, local governments, departments and agencies as well as international organisations and charitable institutions. The Policy also identifies some circumstances under which a person ceases to be an IDP. It goes on to outline in general terms national and international legal principles applicable to IDPs and other persons in situations of migration.

These principles are reflections of fundamental rights of individuals as guaranteed under the Constitution and under international instruments, including freedom from discrimination, freedom of movement, freedom of association, and the rights to dignity and family life. While the Policy guarantees the protection of the above mentioned rights, it at the same time prohibits acts that are capable of causing internal displacement such as ethnic cleansing or large-scale development projects not justified by public interest. It outlines strategies for the prevention and management of conflicts including the involvement of communities and ethnic groups in the economic, political and social activities of the government, and promotes dialogue, consultation, inter-ethnic marriages, religious harmony through interfaith relations, education and a fair and equitable distribution of economic resources among the people.

Nevertheless, Disaster Preparedness and Emergency Response, DERA (2014), a United Nations Organ on disaster management opines that the whole global community has always grappled with the issue of disasters and human displacements throughout human history. Measures were taken in many ways by many nations including the United Nations to assist victims of both natural and human made disasters. Apparently, the management of disaster (which results in internal displacement of persons) is a complex process involving international, national and local

organizations each with a distinct role to play. DERA insists that to respond to disaster situations a coordinated effort is required. The question here is, how can these efforts be coordinated?

United Nations (2009) has a laid-out mandate in which the UN and its organizations such as Health Care in Danger project, the International Federation of Red Cross and Red Crescent Societies, the International Committee of the Red Cross are involved in disaster management, which also includes internal displacement of persons due to violence or social conflicts. In this vein, International Association for Disaster Preparedness and Response (DERA) is a membership organization founded in 1962 as a nonprofit association linking professionals, volunteers, and organizations active in all phases of disaster preparedness and emergency management. These organizations, alongside other African national and international agencies, have been founded to support people in situations of need. The UN has mandated DERA to develop strategies and coordinate the above organs in assisting persons in disaster situations.

Since its establishment in Nigeria, NEMA has been mandated to provide care and emergency services to all persons in disaster situations in the Nigerian territory. Explicitly, the law establishing NEMA has mandated it to partake in the rehabilitation of the IDPs (NEMA Act, 1999); however, to substantiate the actual mandate, an exploration of the NEMA Act provides a clear picture of the major role the agency is expected to play on disaster victims in general, and IDPs in particular. The mandate, which is the "Act" itself, outlined the structure, functions, mode of operation and the strategies or mechanisms involved in the management of the victims of disaster, in this case the IDPS. (Disaster Response Manual, DRM, 2009; NEMA Act, 2009). Some of the relevant aspects of the mandate are discussed here.

A critical study and analysis of the reachable documents of NEMA indicates that the most important mandate of NEMA is comprised in its function. The major function is comparable and

similar to that of other sister organizations such as the Doctors without Borders, UNHCR International Red Cross and Red Crescent Societies among others (at the international level). A survey of many of their operating manuals indicated that their role in disaster management is to provide immediate support. Their major task is to provide relief and succor immediately to any victims of disaster in different parts of the world and for NEMA, all over the Nigeria. Generally speaking, the key function of NEMA is to assist persons in an emergency situation like natural disasters.

Gambo (2006) explained the Nigeria Disaster Preparedness Strategies and highlighted the major functions and responsibilities of NEMA as follows:

"Formulate policy on all activities relating to disaster management in Nigeria and co-ordinate the plans and programmes for efficient and effective response to disasters at national level; co-ordinate and promote research activities relating to disaster management at the national level; Monitor the state of preparedness of all organizations or agencies which may contribute to disaster management in Nigeria; co-ordinate the activities of all voluntary organizations engaged in emergency relief operations in any part of the Federation; receive financial and technical aid from international organizations and non-governmental agencies for the purpose of disaster management in Nigeria; collect emergency relief supply from local, foreign sources, including international and non-governmental agencies; distribute emergency relief materials to victims of natural or other disasters and to assist in the rehabilitation of the victims where necessary; liaise with State Emergency Management committees established under section 8 of this Act to assess and monitor where necessary, the distribution of relief materials to disaster victims; process relief assistance to such countries as may be determined from time to time; liaise with the United Nations Disaster Reduction Organization or such other international bodies for the reduction of natural and other disasters; prepare the annual budget for disaster management in Nigeria; and, perform such other functions which in the opinion of the Agency are required for the purpose of achieving its objectives under this Act."

This is precisely what is prescribed by NEMA (2010) in its Search and Rescue (SAR) Plan for

Nigeria. It had spelled out that the Federal Government through the National Emergency Management Agency (NEMA) shall, by that policy, perform the disaster management functions which include the formulation of policy on all activities relating to disaster management in Nigeria. The search and rescue plan also shall coordinate the activities of other stakeholders in Disaster Management. Accordingly, it also co-ordinate plans and programmes for efficient and effective response to disasters in the country.

NEMA, through SAR, was also designed to co-ordinate and promote research activities relating to disaster management in the country. Among other functions, it will monitor the state of preparedness of all organizations and agencies which may contribute to disaster management in Nigeria; collate data and report from relevant agencies to enhance forecasting, planning and field operations of disaster management; educate the public on disaster prevention and control measures; co-ordinate and facilitate the provision of necessary resources for search and rescue and other types of disaster curtailment activities; co-ordinate and support the activities of non-governmental organizations and development partners engaged in disaster management in the country.

As if that was not enough, NEMA is structured to function and mobilize financial and technical resources from private sector, international non-governmental organizations and development partners for the purpose of disaster management in Nigeria; collect emergency relief materials or supplies from local, international and nongovernmental agencies for distribution to the people affected by disaster.

In terms of dealing with its parts, the National Emergency Management Agency is designed to work closely with SEMA and LEMA to assess and monitor where necessary the distribution of relief materials to disaster survivors and Internally Displaced Persons (IDPs), refugees, and those

adversely affected by mass deportation and repatriation from any other country as a result of crises, disasters or foreign policies; assist in the rehabilitation of survivors, IDPs and refugees where necessary, and those adversely affected by mass deportation and repatriation from any other country as a result of crises, disasters or foreign policies; prepare the annual budget for disaster management in Nigeria. It is important to emphasize here that NEMA is mandated to merely assist in the rehabilitation of IDPs.

Additional functions of NEMA include processing of relief assistance to such countries that have experienced disaster as may be determined by the Federal Government of Nigeria from time to time; Fostering strong working relationship with all relevant National and International Agencies including the United Nations institutions for the reduction of disasters; Facilitate the establishment of enabling legislation and monitor the activities of State Emergency Management Agency (SEMA) and Local Emergency Management Authority (LEMA).

2.3.2 Strategies of Handling Emergency Disasters

According to Adefisoye (2015), emergency management requires ability to anticipate, preparedness skills in acting with dispatch and effective skills in coordinating the efforts of the various institutions, professionals, actors and stakeholders. These, no doubt, are the major features of a modern emergency management system. Firstly, the advancement in technology has made it possible to predict, and determine the gravity of natural disasters like earth quake, thereby giving room for effective evacuation of residents of such area. Secondly, since the task of managing disaster occurrences has gone beyond the responsibilities of a constituted emergency management authority/agencies, but require concerted efforts by all stake-holders including the ‘social capital’ of such area, there is the need for effective coordination of such activities so as to fully maximize such.

IDPs are assisted by their host communities using the traditional techniques appropriate in assisting people in emergency situations. However, according to NDMF(2010), disaster management is 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 multi- jurisdictional, multi-sectional, multi-disciplinary, and multi- service initiative. In this vein, global agencies, especially the United Nations has mandated the United Nations High Commission on Refugees, UNHCR to develop strategies necessary in assisting victims of disaster in all parts of the globe (UNHCR. 2015). However, UNHCR (2016) in a report to the High Commissioner's Programme contends that it has hitherto operated on traditional strategies, which centered around provision of urgent aid through partnership with other UN agencies, nongovernmental organizations and governments.

Other African countries especially South Africa, Ghana and Kenya have also used the same strategies (which involves developing a mode of operation that use government ministries, agencies and parastatals) to manage internal displacement of persons (NADMO Ghana, 2018; NDOC Kenya 2018; NDMC South Africa, 2018).Consequently, NEMA, in its bid to provide succor to victims of disasters, developed strategies which are drawn from its structure, functions and mode of operation. The strategy also involved the role of other stake holders in achieving the goals of NEMA. Therefore, to understand the mandate of NEMA in terms of its strategies, its structure, on which the strategies completely depended,is reviewed. Accordingly, the agency is represented at the three tiers of government namely, Federal, State and Local Governments. It also has arrangement for cooperation with regional and international organizations.

NEMA (2010) also provided a national contingency plan in which it designed a national co-ordination mechanism, expressing how the structure relate to one another and how they should

function. On one hand, where necessary, NEMA collaborates with relevant Federal Government Ministries, Departments and Agencies (M.D. As); Military (D.R. Us); Police. On another hand, NEMA also works with civil society organizations, international organizations and development Agencies. NEMA has six Zonal Offices located each in the Geo-Political zones of Nigeria. The North-East Zonal Office is located in Gombe, the headquarters of Gombe State. This mechanism goes down to the states (SEMA), and local governments (LEMA). It even goes down further to the community where disaster occurred. It could be inferred from the foregoing, that NEMA as a Federal Government agency has two basic levels of operation: the federal and zonal levels. For the purpose of this study it should be mentioned that the North East Zonal Office of NEMA is located in Gombe, the capital of Gombe State. It is headed by a Zonal Coordinator. This indicates that there are no NEMA state offices but the State Emergency Management Agency (SEMA) offices, headed by Directors. Also, there are Desk Officers in all the Local Government headquarters, described as LEMA. Communities were considered as another level of disaster management lower than LEMA. Lastly, the military and paramilitary aspect of disaster management is described as Disaster Response Unit, DRU. This is the structure of NEMA, on which its functions and strategies depend. The following is the graphical presentation of the structure, adopted from the agency's publications.

National Coordination Mechanism

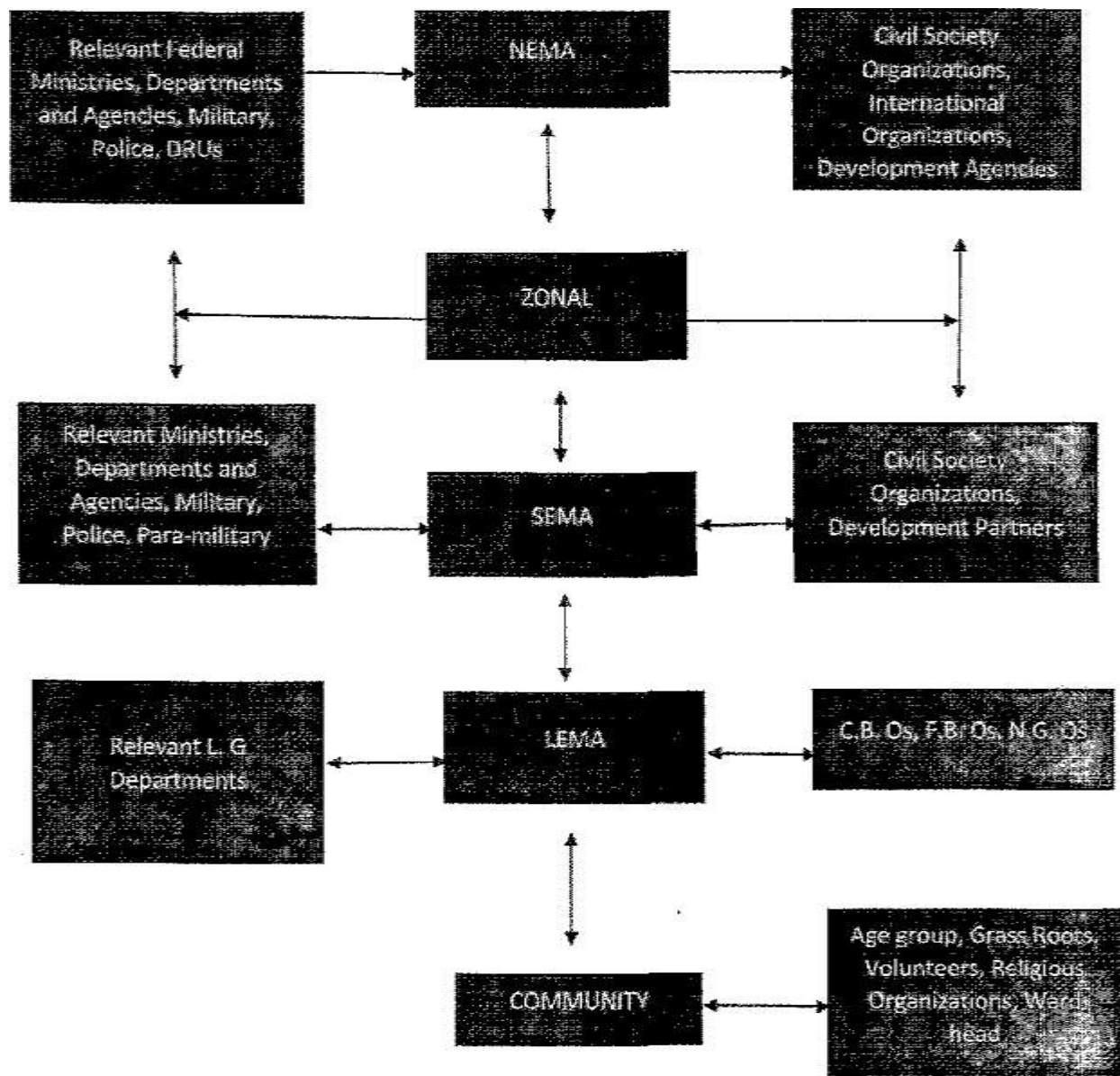


Figure: Horizontal and Vertical Co-ordination for Disaster Management System in Nigeria as adapted from NDMA.

(Source: NEMA, 2000).

It could be deduced from the above that the operational strategies of NEMA is solely derived from its mandate for the management of victims of disaster such as the IDPs.

Another important aspect of the strategic mandate describes how the structure operates. An examination of the operations of NEMA reveals that the agency derived its mode of operations from the work of the United Nations in terms of disasters and care of displaced persons. According to the United Nations, the Office for the Coordination of Humanitarian Affairs (OCHA) in collaboration with the Inter-Agency Standing Committee (IASC) is the arm of the United Nations responsible for bringing together national and international humanitarian providers to ensure a coherent response to emergencies. OCHA also ensures that a framework is in place within which each provider can contribute to the overall response effort. It also advocates for people in need, promotes preparedness and prevention and facilitates sustainable solutions. For instance, the United Nations mobilizes all its organs in disaster management. The Food and Agriculture Organization of the UN (FAO) provides early warning of impending food crises, and assesses global food supply problems. The International Organization for Migration (IOM) is an intergovernmental agency which helps transfer refugees, internally displaced persons and others in need of internal or international migration services.

The Office of United Nations High Commissioner for Human Rights (OHCHR) provides assistance and advice to governments and other actors on human rights issues, sets standards and monitors rights violations. The United Nations Development Programmed (UNDP) assists disaster-prone countries in contingency planning and with disaster mitigation, prevention and preparedness measures. The United Nations High Commission for Refugees (UNHCR) provides international protection and assistance for refugees, stateless persons and internally displaced persons, particularly in conflict-related emergencies. The United Nations Children's Emergency

International Emergency Organizations such as The Red Cross and Red Crescent owe their structure to their origin in the United Nations disaster framework. What this means can be better explained with an example. The International Organization for Migration (IOM) is an intergovernmental agency which helps in transferring refugees, IDPs and others in need of internal or international migration services from one place to another. The Office of United Nations High Commissioner for Human Rights (OHCHR) provides assistance and advice to governments and other actors on human rights issues, sets standards and monitors rights violations (United Nations, 2009).

On its part, the National Emergency Management Agency (2014) described its structure in its "Institutional Capacity for Disaster Management" which centers on the effective coordination. It emphasized the need to give explicit priority to the establishment of structures to serve as coordinating bodies for the purposes of integrating the participation and collaboration among stakeholders. The structures which will include:

- National Emergency Management Agency (NEMA), at the federal level
- State Emergency Management Agency (SEMA), at the state level and,
- Local Government Emergency Management Agency (LEMA) at the local government level.
- Communities (comprising of faith based and non-governmental organizations)

These three structures shall strengthen the other capabilities of Federal, State and Local Government disaster management related institutions and communities to reduce the likelihood and the severity of disasters. This synergy should also take into cognizance, the horizontal and vertical

coordination's reduction. The response framework offers a holistic approach to disaster management and serves as a legal instrument to address the need for consistency among multiple stakeholders. Finally, it indicates that, the document is a coherent, transparent and inclusive policy for disaster management in Nigeria. Furthermore, NEMA has been mandated to perform such other functions which, in the opinion of the Governing Council, are required for the purpose of enhancing effective disaster management in Nigeria.

Following the national level of coordination of NEMA at the apex, the mandate establishing NEMA has spelt out the strategies of the State Governments in establishing and operating a State Emergency Management Agency (SEMA). According to the NEMA Act (1999), the roles of State Governments in Disaster Management is to ensure the establishment of a body to be known as State Emergency Management Agency (SEMA) backed up by state legislation. The legislation shall include provisions that will ensure that Local Governments in the State also establish authorities with similar functions. The legislation shall also, among other things, make provisions for the following: establish in the state, a body to be known as the State Emergency Management Agency, hereinafter referred to as SEMA which shall be a body corporate with perpetual succession; may sue and be sued in its corporate name.

For the management of SEMA, there is need for a Governing Council, referred to as "the Council". The Council shall consist of the Deputy Governor of the State, who shall be the Chairman; the Secretary to the State Government, and one representative each from the State Ministries of Agriculture, Women Affairs and Social Development, Health, Information, Education, Works, Water Resources, Environment, Urban and Regional Planning/ Lands and Survey, Justice, Local Government and Chieftaincy Affairs and the State Ministry of Finance. Other units, agencies or bodies that have representative in the state council of SEMA include the State Fire Service, Federal

Airport Authority of Nigeria in the State, Disaster Response Unit (DRU) within the State/geographical zone, the Nigeria Police Force, Federal Road Safety Corps, Directorate of Road Traffic Services, The Nigeria Security and Civil Defense Corps, The Nigerian Red Cross Society, Nigerian Maritime Administration and Safety Agency in coastal States, National Oil Spill Detection and Response Agency (NOSDRA). Also, to have representation in the council are such institutions/voluntary organization as may be determined from time to time by the Council, and the Head of the State Emergency Management Agency as Member/Secretary.

The State Government, through the State Emergency Management Agency (SEMA), is expected to perform disaster management functions which include the formulation of policy on all activities relating to disaster management in the state; co-ordinate plans and programmes for efficient and effective response to disasters in the state; co-ordinate and promote research activities relating to disaster management in the State; monitor and provide feedback to NEMA on the state of preparedness of all organizations and agencies which may contribute to disaster management within the State; collate data and report from relevant agencies in the state so as to enhance forecasting, planning and field operations of disaster management, and supply same to NEMA for planning purposes and educate the public on disaster prevention and control measures within the state.

Other important functions include the co-ordination to facilitate the provision of necessary resources for search and rescue operations and other types of disaster curtailment activities within the state; mobilize support and resources from the National Emergency Management Agency (NEMA) when damages and need assessments are considered beyond the capacity of the state to respond and to facilitate the enabling legislation for the establishment of Local Emergency Management Authority (LEMA) for all the Local Governments in the state. NEMA is also

mandated to work closely with LEMA for distribution of relief materials to disaster victims; perform such other functions which, in the opinion of SEMA Governing Council are required for the purpose of enhancing disaster management in the state.

As part of its mandate, NEMA has outlined Local Governments Strategies in Disaster Management which, according to the NEMA Act (1999), the Local Government is mandated to put in place a legislation establishing a disaster management body to be known as the Local Emergency Management Authority, referred to as LEMA, that shall be a body corporate with perpetual succession and, may sue and be sued in its corporate name. According to the laws establishing NEMA, the Local Government should have a committee established for the management of LEMA, a Local Emergency Management Committee to be referred to as "the LEMA Committee" consisting of the Vice - Chairman of the Local Government Council, who shall be the Chairman; the Secretary to the Local Government and representatives from the Department of Works, Agriculture, Local Government Education Authority, Department of Health, Information Unit, Traditional Council, Department of Social Development and Mobilization and Physical Planning.

The LEMA committee should also have a representative of the Disaster Response Unit (DRU), responsible for the Local Government, the Divisional Police Officer the Medical Director in charge of any government hospital within the local government or his equivalent. So also, one representative each from the Federal Road Safety Corps; the Nigeria Security and Civil Defense Corps; the Nigerian Red Cross Society; the Fire Service; National Orientation Agency and any such voluntary organization as may be determined from time to time and the Head of the Local Government Emergency Management Agency (LEMA) as Member/ Secretary. The Local Government through the Local Emergency Management Authority (LEMA) is expected to perform disaster management functions which include the coordination of disaster management activities and

respond to disaster events in Local Government area; Monitor and provide feedback to SEMA on the status of preparedness of all organizations and agencies which may contribute to disaster management .within the Local Government Area; collect and collate data on disaster and disaster risk areas in their respective Local Governments, and share same with SEMA; mobilize support and resources from the State Emergency Management Agency (SEMA) when damages and need assessments are considered beyond the capacity of the Local Government to respond. And, finally, to establish and develop disaster management capacity of community structures. It is significant to state that NEMA has community strategies in disaster management. It provides that for the community to be involved in disaster management, NEMA, through SEMA and LEMA is expected to organize community structures (Neighborhood associations, schools, Community Based Organizations (CBOs), Faith Based Organizations (FBOs), Non-Governmental Organizations (NGOs) etc.) and be established, properly sensitized, mobilized and empowered to actively participate in Disaster Management activities by LEMA, with support from SEMA and NEMA.

These community structures could be organized to perform functions in disaster management which have to do with ensuring the commitment and preparedness of community members to disaster management. Also, to sensitize and build the capacity of communities that constitute disaster fronts in preparation for initial response to disaster threats; mobilize community resources and build community capacity and resilience to prepare for, respond to and mitigate the impact of disasters. Now, with technical support from LEMA, SEMA and NEMA, community structures may adopt (among other things) disaster management strategies to ensure active participation in the preparation and implementation of disaster management plans; create awareness on Disaster Risk Reduction (DRR) and Early Warning Systems (EWS); train and re- train on basic first aid skills; adapt disaster management strategies to meet local needs and peculiarities and encourage

community participation in activities that will enhance environmental changes and adaptations. Another significant strategy adopted by NEMA in the management of IDPs is the Strategy involving Disaster Response Units (DRUS). DRUs are military and paramilitary components to be assigned in designated military formations located across the country by the defense headquarters and Ministry of Defense. They shall have the mandate of providing specialized services in humanitarian assistance during disasters as may be requested by the President of the Federal Republic of Nigeria in line with established guidelines for call-out of the armed forces in aid to civil authorities. The DRUs shall work closely with NEMA and SEMA of the disaster affected state.

2.3.3 Challenges of Handling Emergency Disasters

Challenges are not uncommon with mandates. UNHCR (2015) complained that searching for permanent solutions to the problems of refugees and stateless persons is its major mandate, but is a hard task especially with human induced crises increasing in all parts of the world. Simply put, according to the Synthesis Report of the Recovery and Peace Building Assessment (2018), the provision of relief assistance by the disaster management agencies in Nigeria is still not effective.

Some of the most fundamental of the challenges faced by NEMA were expressed in a study conducted by Adamu and Abdullahi (2019). They argued that the major issue was the absence of national humanitarian response frameworks. Based on the study's findings, it is fundamental to note that in spite of the humanitarian situation in Nigeria, there is non-existence of legislation, definite and sustainable institutional and policy frameworks in addressing internal displacement. It has impeded national and international humanitarian efforts. This situation has no doubt, made planning, implementation, coordination and evaluation of humanitarian intervention and

efforts very difficult in Nigeria. It has also affected the assigning of roles and responsibilities to humanitarian actors, which led to the clash of interests among humanitarian actors, and duplication of duties in some sectors, while other sectors are handled negligibly or inefficiently. Even the draft of the document which was prepared to provide a guide for work and yet to be implemented National Policy on internally displaced persons in Nigeria has been discredited for not having any legal status, but a mere outline of policy objectives that are not enforceable.

In another perspective, according to a study conducted in 2016 by Harun, Mary, Chukwu, Ahmadu, Hamina, Babaji, Nelson and Innocent (2017), The internally displaced persons, the vast majority of whom are women and children, face a range of threat to their physical safety and restrictions on the freedom of movements. Many are traumatized by the violence that prompted them to flee and are afraid to return, those whose homes who have been damaged or destroyed have nowhere to go back to. Efforts by national and state governments to address their needs are inconsistent, and poor access means support from international agencies and Nigerian civil society is also limited. People who live in or near camps receive some assistance, but often not enough to meet their basic needs.

After a thorough perusal, NEMA's major constraints can be classified into three. These are the problem of funding; the gap in coordination and; loaf-sided nature of provision of assistance (David, Danjuma and Manu, 2016). According to them, after a study, NEMA's intervention is still inadequate for the IDPs in North-Eastern Nigeria. They argued that the plight of IDPs need to be improved. Impliedly, their difficulties are due to the inadequacy of relief materials and the outbreak of some diseases. The problem of inadequate materials also emphasizes the gap in coordination where NEMA hardly supervises or support SEMA in discharging their responsibilities.

It also brings forth the issue of inadequate security for the IDPs based either in camps or even in host communities. In another view, Essoh and Abutu (2018) opined that, in Nigeria, problems of emergency management are many and they include poor coordination of emergency response, lack of proper equipment, poorly kept records and data, absence of political will and rampant political corruption

Another important problem which NEMA faces in the management of IDPs is providing essentially mere material support. Emotional, Psychological and other forms of support are necessary if these people are being duly managed and rehabilitated. In fact, here lies the major gap in the IDP care by NEMA: support is far more than just material. The needs, gaps and constraints of NEMA can be expressed as, based on interviews with Partners, limited food aid. At the heat of displacement, not a grain of food has reached over 82,831 IDPs living in host communities in Yola North, Yola South, Girei, Gombi, Maiha, Yola North and Mubi in Adamawa States as at September 26. Urgent food aid should be extended to IDPs living in host communities in these LGAs (David, et al 2016).

Furthermore, David et al (2016) insist that Partners (2015) have reported that food prices are on the increase in those areas due to the insecurity related to the insurgency which has continued to disrupt livelihoods thereby reducing the coping mechanism of the IDPs living in host communities with emphasis to the example of families trapped in Micika and Madagali in north of Adamawa State who are likely to require food assistance, particularly if the occupation and fighting persists over the coming months. There are reports of inappropriate nutritional supplement/feeding for children, pregnant and lactating mothers. The IDPs in Mubi have limited access to farmland to support their livelihood. Advocacy with ward/village heads is required to assist the IDPs to gain access to farmland. In this regard, there is need for supply of seeds and farming tools. Other constraints and challenges were obtained from the NEMA Annual Report 2012, they include

inadequate training of staff; non-implementation of search and rescue operation procedure; Lack of awareness campaigns especially as it relates to epidemics (such as cholera, CSM), inadequate office spaces and importantly inadequate nursing professionals (For instance there are only 2 nurses in Gombe Zonal Office). At this point, it must be explained and asserted that, healthcare service providers, particularly nurses are the most important professionals required when it comes to emergency situation. NEMA will achieve better if it involves nurses that specialize in trauma or accident and emergency care, as well as mental healthcare or psychiatric nurses in all levels of its operations (that is federal, state, local government and community levels).

2.3.4 Strategies for Overcoming Challenges of Handling Emergency Disasters

A number of empirical studies have tried to offer suggestions on the ways to improve care and support for Internally Displaced Persons and to handle challenges faced by governments and agencies in that regard. Adamu and Abdullahi (2019), suggests that a great deal remains to be done to address IDPs protection and assistance needed to find lasting solutions to their plight and to prevent further displacement from taking place. There is no doubt that Nigerian government and other humanitarian partners have committed a reasonable amount of both human and material potentials in the course of ameliorating the continuous internal displacement in the north-eastern Nigeria. In spite of these efforts however, Nigerians are yet to see and feel the impact of such spending taking into consideration the rate at which people are being displaced continually. It is also important to note that the causative effects have been identified and recognized and pertinent among them is the lack of clear policy, institutional and legal humanitarian frameworks. Therefore, there is the need for national policy backed up by legislation that would cater for the prevention, management and to address long-term issues associated with the displacements such as return, resettlement and the integration of the Internally Displaced Persons in North Eastern

Nigeria.

Furthermore, Etikan and Babatope (2019) opined that the Nigerian government needs to adequately reckon to the impacts that forced human displacement to exert on the country. The government needs to facilitate a peace process that can curtail the current insurgency activities in the North-East region of the country and the fight between Fulani herdsmen and locals. Existing IDPs camps need to be upgraded and made more habitable for occupants. The government should ensure that aids donated towards the wellbeing of IDPs are well utilized and should prevent any form of diversion as it has been previously recorded in some quarters. The resettlement of IDPs should be taken as a high priority and rebuilding process should hasten in areas that are considered now safe for the return of IDPs. It is urged that the government's existing relationship with both national and international non-government organizations (NGOs) should be strengthened especially in the area of health and economic empowerment of IDPs.

Successively, a careful assessment of the mandate and strategies of NEMA, demonstrated that the strengths of NEMA lies in the deep thinking, careful planning and foresight of its originators. Another point of its strength is the skill in collaboration with other organs of government and the affected communities. Again, NEMA has also benefitted materially from funds obtained from ministries, department agencies, international donor agencies, individual philanthropists, faith-based organizations etc. National Emergency Management Agency may have appeared very helpful in the management and rehabilitation of IDPs especially in the North-Eastern Nigeria. It should be explained however, that most of the support obtained is usually material despite the fact that IDP needs are more than just material (Stachour and Valerie, 1998; Roberts et al, 2009)

Nevertheless, Tajuddeen and Adebayo (2012), contend that there are evidences of neglect on the

part of the State apparatus (government) in ensuring better, effective and functional policies. Its magnitude is capable of threatening national cohesion of the country and endangering high rate of internally displaced persons across the country. Given the magnitude and complexity of crises of internal displacement, these are inimical toward the discourse "Development". This affects the country from achieving Millennium Development Goals - goal number eight (8): rights to safety of lives and properties as equally enshrined in other international treaties - choices to healthy, creative life and to enjoy a decent standard of living, freedom, dignity and self-respect and the respect of others. This argument is adjudged valid, given the empirical instance of poverty, inequality, unprecedented levels of bomb blast across the country and above all displacement vis-à-vis what development connotes.

2.4 Theoretical Framework

Sociological studies are conducted within, and guided by theoretical frames of reference because theories enable a chosen line of action to be anchored in and guided by evidence derived from scientific research (Onah, 2003; Maliki, 2012). The use of theoretical Frame of Reference reduces the tendencies of use of commonsense, conjecture or speculations.

As a result of its applicability in the analysis of social phenomena, this study considers Structural Functionalism Theory as its framework. Functionalism, simply called, is a framework for building theory that sees society as a complex system whose parts work together to promote solidarity and stability. Turner (2006) infers that functionalists argue that society should be understood as a system of interdependent parts. The different parts of social life depend on each other and fulfill functions contributing to social order. In other words, the approach looks at society through a macro-level orientation, which is a broad focus on the social structures that shape society as a whole, and believes that society has evolved like organisms.

In fact, generally speaking, Structural Functionalism approach looks at both social structure and social functions. It sees and addresses society as a whole in terms of the function of its constituent elements which comprises of norms, customs, traditions, and institutions. According to Alexandra and Tuner (1992), a common analogy, popularized by Herbert Spencer, presents these parts of society as "organs" that work toward the proper functioning of the "body" as a whole. In the most basic terms, it simply emphasizes "the effort to impute, as rigorously as possible, to each feature, custom, or practice, its effect on the functioning of a supposedly stable, cohesive system".

Furthermore, for Talcott Parsons, Structural Functionalism came to describe a particular stage in the methodological development of social science, rather than a specific school of thought. For analysis, it identifies the structures of a system; defines the part played by such structures; examines the consequences of social phenomena for the systems of which they are a part, and examines how these structures maintain stability (Parsons, 1961). Important concepts in functionalism include social structure, social functions, manifest functions, and latent functions

Although Morfitt, (1979) is of the opinion that two theorists, Herbert Spencer and Robert Merton, were major contributors to this perspective, there are more proponents to this theory than just these two. Prominently, Auguste Comte and Talcott Parsons can never be disregarded as major contributors to the theory. Others include Emile Durkheim, Alfred Reginald Radcliffe-Brown, Kingsley David, Bronislaw Malinowski and George Murdock to mention but a few. More recently, Giddens (2009) infers that functionalism holds that society is a complex system whose various parts work together to produce stability and solidarity. According to this approach, the discipline of sociology should investigate the relationship of parts of society to each other and to society as a whole. We can analyse the religious beliefs and customs of a society, for example, by

showing how they relate to other institutions within it, for the different parts of a society developing close relation to one another. To study the function of a social practice or institution is to analyse the contribution which that practice, or institution, makes to the continuation of society. Functionalists including Comte and Durkheim have often used an organic analogy to compare the operation of society to that of living organism. They argue that the parts of society work together, just as the various parts of the human body do, for the benefit of society as a whole.

Brain (ND) notes that functionalism developed slowly over time with the help of many sociologists in different parts of the world. Perhaps the most significant contributors to the initial development of this theory are Emile Durkheim and A.R. Radcliffe-Brown. Herbert Spencer, an English sociologist, was a forerunner of formalized Structural Functionalism. He is best known for coining the phrase "survival of the fittest" in his book *Principles of Sociology* (1896), according to Brain. Spencer's intention was to support a societal form of natural selection. One of the primary foci in Spencer's work was societal equilibrium. Spencer argued that there is a natural tendency in society towards equilibrium. Thus, even when the conditions of the society are altered, the resulting changes to the social structure will balance out, returning the society to equilibrium.

Gingrich, (1999) and Hak & Durk (2007) opined that there are a number of key assumptions in Structural Functionalist theory. One of these is that societies strive toward equilibrium. Secondly, institutions are distinct and should be studied individually. The third assumption is that institutions are interlinked in society and those employing a structural functionalist approach should take into consideration the network of relationships that exist between these institutions. Furthermore, structural functional analysis identifies the structures of a system; defines the part played by such structures; examines the consequences of social phenomena for the systems of which they are a part, and examines how these structures maintain stability.

Moreover, according to Wallace and Wolf (1999), functional explanation is obtainable given that recurring behaviors (structures) are thought to exist because they, in some way, contribute to system maintenance (function). Also, the identification of structures and the ways that they contribute are major goals. Invariably, society is thought to maintain an equilibrium state (organic analogy) and if forced out of that state will adjust in ways that tend to reinstate equilibrium (though not necessarily the original equilibrium). Certain functions are required for the existence of the system (society- Functional prerequisites). In some cases, more than one structure can provide the same function (Functional alternatives).

Structural functionalism is not without weaknesses. Giddens (2009) observes that in recent years, the popularity of functionalism has begun to wane, as its limitations have become apparent. While this was not true of Merton, many functionalist thinkers (Talcott Parsons is an example) unduly stressed factors leading to social cohesion at the expense of those producing division and conflict. The focus on stability and order means that divisions or inequalities in society - based on factors such as class, race and gender - are minimized. There is also less emphasis on the role of creative social action within society. Many critics have argued that functional analysis attributes to societies social qualities that they do not have. Functionalists often wrote as though societies have 'needs' and 'purposes', even though these concepts make sense only when applied to individual human beings.

Additionally, structural functionalism perspective is accused of being ahistorical, it does not account for social change. Also, the theory demonstrates complete disregard for power differences within society. Again, its complete disregard for power differentiation within society is a point of weakness. Structural functionalists also failed to give recognition to individual actors. Similarly, it was suggested that the concepts found in the theory were regarded as vague, unclear and ambiguous (Haralambos and Holborn, 2008).

Against this review, the study adopts Structural Functionalism, its weaknesses notwithstanding, as it still provides a viable framework for the study of the society (Turner, 2006). Again, it is because the thesis of this study assumes that society will always create stability by evolving strategies to mediate unprecedented instability. This is proven, for example in the case of insurgency induced internal displacement of persons. While Giddens (2009) considers as weakness the focus on stability and order means that divisions or inequalities in society - based on factors such as class, race and gender - are minimized, here, both IDPs and host communities are oblivious of their class, gender and race differences. What really matter to all factions is attaining cohesion, solidarity and social stability. This implies that in many instance cohesion, solidarity and stability and indispensable for the existence of human societies.

Again, one of the major strengths of Structural Functionalism is that it views society as constantly striving to be at a state of equilibrium, which suggests there is an inherent drive within human societies to cohere or stick together. Therefore, in response to any form of disaster (natural or human induced), persons move from their place of usual habitation to seek for stability elsewhere. This explains the drive to migrate, which in this case is described as Internal Displacement of Persons. It also explains why communities allow for influx of persons and indeed give room for such displaced persons to stay in their territories. Here, the two affected communities may gradually attain stability. Invariably, this implied that even in the face of undesirable circumstances, equilibrium is sought through migration and adaptability to the new environment. In the same vein, government's institutes organs such as the National Emergency Management Agency that may provide further social cohesion and stability to the affected individuals and their societies. This shows the extent to which social solidarity by societal structures enhances social stability in many situations. Nigerian state therefore constituted NEMA as an agency which serves to cushion the harsh

experience which forced people out of their homes and provide a safer landing in their new place of temporary residence (or permanent, as the case may be), thereby promoting their coping and straightening organic solidarity.

In the same way, the theory's assumption that institutions are distinct and should be studied separately is a position of strength which allows this study to examine the contributions of NEMA in social cohesion and stability. As suggested by Giddens (2009), we can analyse the religious beliefs and customs of a society, for example, by showing how they relate to other institutions within it, for the different parts of a society develop in close relation to one another. To study the function of a social practice or institution is to analyse the contribution which that practice, or institution, makes to the continuation of society. This gives a cogent reason for the assessment of the effectiveness of NEMA, which is an instrument of the state charged with the responsibility of care and assistance to the Internally Displaced Persons.

The major ground of strength of functionalism supposes that institutions are interlinked in society and those employing a structural functionalist approach should take into consideration the network of relationships that exist between these institutions (Gingrich, 1999). This further gives this study the right perspective as it guides and directs the researcher to look at the interrelationship that is clear between the Internally Displaced Persons, Members of the host communities as well as the agency of the government, the National Emergency Management Agency, NEMA.

CHAPTER THREE

METHODOLOGY

3.1 Introduction

Following a review of related literature, the method adopted in the conduct of this study is hereby outlined. This chapter covered such themes as location of the study, population and sampling, methods of data collection, variables, method of data presentation and analysis among others.

3.2 Description of the Location of the Study

Bauchi State has been chosen as the area for the conduct of this study. An important reason for the choice is that, Bauchi State is one of the five (5) North-Eastern states of Nigeria affected by Boko Haram insurgency. For instance, at the break of the war with the insurgents in 2009, members of the insurgent group were flushed out of the state headquarters by the security agencies as they have already formed a colony called "Ungwan Ba Boko," meaning, an area inhabited by the members of "Boko Haram" creed. Also, news reports in February 2015 indicates that insurgents were neutralized trying to ravage some communities of Guru, a few kilometers away from the state capital, en route Gombe. Although there has not been any incidence of attack on any community in the state since 2015, Bauchi state still remains a part of the North Eastern Nigeria described as the region inflicted by Boko Haram insurgency which has displaced many persons from their communities.

Secondly, Bauchi is the least affected by the attacks of the insurgents, hence many IDPs sought shelter in the state for its proximity to disaster zone and relative safety. As indicated in the above passage, despite being a part of the North East, Bauchi State has not experienced any explicit attack by insurgents. According to the State Emergency Management Agency (2016), communities in all the Local Government Councils of Bauchi State have played host to Internally Displaced Persons

since the religious crises of Tafawa Balewa and Jos as far back as 1991.

Thirdly, coupled with the relative safety of the state in the North-East, it has been endowed with geographical features and arable land that supports the influx and hosting of the IDPs. For instance, IDPs from Plateau State find the weather relatively friendly. For those who were displaced in some parts of Borno and Yobe states, the geographical or climatic features of Bauchi State are tolerable. According to the National Bureau of Statistics (2012), Bauchi State is one of the six North Eastern States of Nigeria that span two distinctive vegetation zones, namely, the Sudan Savannah and the Sahel Savannah. Two main rivers transverse the state: Gongola and Hadejia Rivers. The climatic condition of Bauchi State is very hot in the months of April and May, while December and January are the coldest months. These features and climatic conditions have made Bauchi State conducive for many IDPs.

Furthermore, history has shown that Bauchi State is a part and parcel of the North-East, because it was created out of the former Northeastern State in 1976 by the Late General Murtala administration. It lies at the eastern edge of the Jos Plateau, on Latitude 14 and Longitude 12. With a land mass of 49,119 km², it is bordered by Jigawa and Yobe states in the north, Kano and Plateau states in the west and south, and Gombe state in the east. In 1995, the population of Bauchi is estimated to be 70,000. However, according to the National Bureau of Statistics (2012), Bauchi state is the 7th most populated state, reaching a total of 5,515,303 by 2011. The state has a total of 55 tribal groups in which Hausa, Fulani, Gerawa, Sayawa, Jarawa, Bolewa, Kare-Kare, Kanuri, Warjawa, Zulawa, and Badawa are the main tribes (NBS, 2012).

Furthermore, NBS (2012) implies that Bauchi, the capital of the state, a host to large number of IDPs, was established in 1809 as an emirate and slaving center by Yakubu, a commander appointed by Fulani chief and Islamic leader Usman Dan Fodio. The word, "Bauchi" means

‘slaves’ or ‘pagans’ in the Hausa language. Yakubu built the earthen walls called “Ganuwa,” surrounding the city, and large parts of these walls still remain. In 1902, the British occupied Bauchi and dissolved the emirate. Progressively, Bauchi state now boasts of industries which include a truck and tractor assembly plant (STYER Nigeria Ltd), Asbestos plant, Electric wire factory (ALIND) and Bauchi Meat Factory to mention but a few. In terms of land transportation and road network, Bauchi is, also, a stop on the railway from Port Harcourt to Maiduguri, completed in 1964, connected by roads to Jos, Potiskum, and Gombe. Recently, the city’s socio-economic tempo was enhanced as it is served by an international airport built by the past administration of Malam Isa Yuguda in 2013. Other important features which encourage social and economic activities in the state capital include the institutions of higher learning such as the Abubakar Tafawa Balewa University established in 1988, a federal polytechnic, school of Agriculture, college of education. Schools of Nursing and the Abubakar Tatari Ali Polytechnic. A campus of the State University is also based in the capital city. Furthermore, a significant element that heightens socio-economic accomplishments and supports the hosting of IDPs is the Yankari Game Reserve, which is about 50 km (about 30 mi) to the southeast of the state capital.

Politically, Bauchi state is divided into three senatorial districts. These are the Bauchi North senatorial zone (comprising of Katagum, Itas- Gadau, Jama'are, Giade, Shira, Gamawa and Zaki Local Governments); Bauchi South senatorial zone (Bauchi, Alkaleri, Toro, Tafawa-Balewa, Dass, Kirfi and Bogoro) and Bauchi Central senatorial zone (comprising of Darazo, Dambam, Ganjuwa, Ningi, Misau and Warji Local Government Areas). It is important to reiterate that although COVIDs are found in all the three geopolitical zones of the state, this study was conducted in the Bauchi South senatorial zone because, out of the three, it hosts the highest number of COVIDs during the period under review.

The fourth reason for choosing Bauchi State for this study is that all the IDPs in Bauchi State are based in host communities, not in IDP Camps. It has been noted earlier that, although there are a large number of IDPs in the North East numbering about 2,150,451 as at the end of 2015, 92% of them lived in host communities and they receive little attention from the authorities, researchers and other donor agencies and organizations (IDMC, 2016). Presently, there is no IDP camp in Bauchi state, hence Internally Displaced Persons are hosted in different communities and households across all the 20 Local Governments of the state. In other words, Bauchi State played host to the over 70,000 IDPs, between 2011 to December, 2015 (IDMC, 2015). According to SEMA statistics, three of the 20 local governments contain over 50% of the total IDPs living in all the local governments of the state. These local governments are Tafawa Balewa, Bauchi and Toro in order of the number of the IDPs the local government contains. Also, a higher number of the IDPs is found in some specific wards or communities, in Bauchi Local Government, majority of the IDPs, numbering up to 3,000 were based in Liman Katagum ward (described hence forth as Liman Katagum, or Liman Katagum community). About 6,500 IDPs in Tafawa Balewa Local Government were based in Bununu Community. In Toro local government, the highest number of IDPs, numbering 2,500 persons was based in Magama-Gumau the headquarters of Toro-Tulai ward, henceforth described as Tulai, or Tulai community. As an added advantage, the researcher is quite familiar with the people, terrains and the trends of Bauchi State.

Finally, on the choice of the period of study or the study time-frame, January 2015 to December 2016 was chosen for obvious reasons. Firstly, it is apparent that internal displacement of persons had occurred in several points of the history of the country as a whole and the North Eastern region in particular. However, human displacement as result of Boko Haram Insurgency in North Eastern Nigeria was at its peak in the years 2015 and 2016. During this peak period, between the months of

January, 2015 to December 2016, Bauchi State played host to over 70,000 IDPs (IDMC, 2015), in different communities. Secondly, at this historic phase, when the influx of IDPs from other parts of the region to Bauchi state was at its peak, this study also took its effect.

3.3 Types and Sources of Data

In empirical studies, different sources of data generate different types of data. In this study, data were elicited from both primary and secondary sources. The primary data were sourced from the survey research obtained by the use of self-administered questionnaire, although in some cases the researcher and assistants have administered to some non-literate respondents. The questionnaire was administered to the IDPs and community members across the various host communities in which the respondents lived. Secondly, another source of primary data generated from this study is the In-depth Interview (IDI), which was conducted with some NEMA Staff, IDP leaders, some leaders of Host Communities and other members of the host community. Furthermore, statistical reports, articles and pamphlets produced by NEMA, both published and from online sources, among other literature were the secondary sources of data in this study.

3.4 Population, Sample Size and Sampling

3.4.1 Population of the Study

The population for the study comprised of the people who work with the National Emergency Management Agency, who, in Bauchi were represented by staff of the State Emergency Management Agency (SEMA) and the Desk Officers of the Local Government Councils (LEMA Staff). Another category of the study population comprised of all the Internally Displaced Persons now resident in all parts of Bauchi State. It includes men, women and children of all ages and sexes. Finally, the population of this study also included male and female members, as well as the

community leaders of the host communities.

Some of the reasons for these choices include the fact that since NEMA is the focal point of the study, Staff of NEMA should make the core subjects. On their part, the IDPs were chosen because they are the real beneficiaries of the services of NEMA. Hence, people of all ages and sexes who are affected by displacement are also chosen as subjects. In fact, internally displaced population is made, basically, of children who lost their parents, wives who lost their husbands and fathers that lost their family members. Finally, members of the host community have been chosen to provide their own aspect and view of the matter because the topic under review may not be covered without considering their roles. It is obviously very difficult to know the exact number of internally displaced persons living in Bauchi State. However, statistics available from IDMC (2016) stated that there are estimates of 70,078 IDPs as at December, 2015. On the other hand, the State Emergency Management Agency has about 52 staff, comprising of the director, administrative staff, and other cadre and caliber of staff. The figure also includes the 20 Desks officers in each Local Government (LEMA Staff).

3.4.2 Sample Size and Sampling Procedure

A non-probability sampling technique, Purposive Sampling, was used to select the three communities for this study. According to Creswell (2009), this type of sampling is a single stage procedure in which the researcher has access to names in the population and can sample the people (or other elements) directly, or deliberately based on their role or significance in the study. The communities intentionally chosen are Bununu (Tafawa Balewa Local Government); Liman Katagum (Bauchi Local Government) and Toro/Tulai Ward (or Magama-Gumau community of Toro Local Government, henceforth to be described as Tulai community or just Tulai). The choice of this technique also, is due to the fact that these communities contain the highest number of

IDPs in the State and they are also reachable to the researcher with bearable challenges (Wosu and Anele, 2010). According to the available records obtained from SEMA (2016), as at December 2016, Bununu community hosts about 6,549 internally displaced persons; Liman Katagum 3,221 persons and Tulai community hosting 2,430 persons (making a total of about 12,200). An on line research sampling manual, the Research Monkey (2017) offers that for a population of up to 12,000 persons, 2% of this can be used as a sample with a confidence level of 5%. Therefore, 2% of this figure stood at 244.

$$12200/100 \times 2/1$$

$$=122 \times 2$$

$$= \underline{\underline{244}}$$

Consequently, a percentage representing each community is allocated to the communities based on the proportion to their IDPs' population. It is given in table 3.4.2(a) as follows:

Table 3.4.2(a) Distribution of Questionnaires

S/No	Community	Population	Percentage	No of Respondents
1.	Liman Katagum	3,221	28%	71
2.	Bununu	6,549	52%	133
3.	Tulai	2,430	20%	40
Total		12,200	100.0%	244

Source: Pre-field and Field Work, 2016

Finally, in line with the purposeful sampling technique, the questionnaire was distributed among the

IDPs. This is done by selecting the first two respondents through identification by community members or LEMA staff, and then he or she guides the researcher to the next person, and so on in a snow-ball manner. The reason for choosing this method is that one IDP knows another better than the members of the community and his or her guidance is scientific because he or she will obviously nominate from alternatives.

As for the samples used to elicit qualitative data, also purposive sampling technique was adopted to deliberately choose the subjects for in-depth interview, because, according to Turner (2009), the researcher deliberately seeks out those who meet the needs of the study. Therefore, one official of NEMA was nominated to the researcher by the Director, SEMA as that was the official protocol. Secondly, since there is just one desk officer for each local government, each desk officer of the three chosen local government becomes a subject (That is 3 Desk Officers). Using the snowball technique, the desk officer guides the researcher to the host community leader in each of the communities studied. In the same way, the community leaders usher the researcher to an IDP leader also to be engaged in IDI. Through the guidance of the community leaders also one community member in each of the three communities was chosen for IDI. In all, thirteen (13) subjects were interviewed separately. In other words, four (4) categories of IDIs were conducted, as shown in the following table:

Table 3.4.2(b) Categories of IDI Conducted

1. NEMA Officials	4
2. IDP Leaders	3
3. Host Community Leaders	3
4. Host Community Members	3
Total	13 IDIs

3. 5 Variables

Variables are any events, situations, behaviors or individual characteristics that vary (Cozby, 2004), and or, that can be measured by the researcher. Whereas the dependent variable can be manipulated by the researcher, independent variable is the one that is measured (Kothari, 2004), also called the Explanatory Variable (Nachmias and Nachmias, 1996). In view of this, the study has four major variables, one independent Variable, and three others that are dependents. The Independent Variable is the Mandate of NEMA in the management of Internally Displaced Persons. The Dependent Variables are:

- The strategies adopted by NEMA to attain the mandate
- Challenges which hamper the attainment of the mandate and
- Suggestions to resolve these challenges

Any change in these three variables causes change in the first, which is the independent variable.

3.6 . Methods of Data Collection

The study used both Qualitative and Quantitative techniques of data collection. On the one hand, the specific quantitative technique used is a survey method using the questionnaire. Closed ended questions were designed in the self-administered or researcher administered questionnaire, as the case may be (where necessary, for instance if respondents were not literate enough to attempt the questions on their own). On the other hand, the qualitative technique used is the In-Depth interview (in other words called IDI). Here, interviews were conducted for NEMA staff, some IDPs, informed members of the community hosting the IDPs, and some leaders of the internally displaced. During the qualitative data collection, observation techniques have not been neglected, which added value to the qualitative data obtained.

Invariably, the use of the two approaches in tandem suggests that the overall strength of the study is greater than using either qualitative or quantitative alone (Crosswell, 2009). In other words, the essence of combining the two methods is that one method is applied to augment the other, the two further strengthening the findings of each other. This is clearer if both findings appear to point towards the same direction. It is also expected to be more insightful, informative and confirmative if compared to any one single method use. In this study in particular, the role of NEMA is understood most from its staff, whereas assessment best done by confirming from the IDPs, whereby Members of the Host Community can also know and attest what they see as practically going on between NEMA and their neighbours, the IDPs. Documentary search was also employed using the official documents such as the NEMA Act, NEMA Bulletin, NEMA Annual Reports, SEMA Updates, among others.

3.7 Techniques of Data Analysis and Interpretation

Since the method adopted for this study was both qualitative and quantitative, the method of analysis also employed both quantitative and qualitative techniques in the presentation, analysis and interpretation of the data generated from the field work.

The questionnaires collected have generated a large volume of data. These data were processed, edited and analyzed using the Statistical Package for Social Sciences (SPSS) version 20. Subsequently, on one hand, descriptive statistics (which include, frequencies) were used to present and examine the data obtained. This has also helped in converting data into meaningful information. On another hand percentage was used to determine the gravity or magnitude of the responses to questionnaire.

In the conduct of the IDI, hand written notes were taken and at the same time (the interviews are) recorded in full course on voice recorder (An android Mobile telephone) with full consent of the respondents. This forms the qualitative data generated which was critically analyzed through a thick description approach.

In less than 24 hours after each IDI, the recorded interview was transcribed into a written form, after which the field notes and the transcribed documents were compared with the aim of obtaining the patterns and direction of the responses. This way the researcher identified all the responses that are related to the study or specifically to its stated objectives. Nonverbal gestures were also noted as an integral part of the responses. In a way these non-verbal expressions have offered guidance to such qualitative countenance. Attention was paid in considering about three or four verbatim statements or expressions by the given respondents because some statements from the crux of the respondent's views and are vital to content analysis of his or her response. These analytical details and drawn

conclusions were noted and reported in appropriate stages of the study. Documents such as the NEMA Act, NEMA Bulletin, NEMA Annual Reports, SEMA Updates, among others were studied, reviewed and their contents were analyzed and used in the various aspects of the study.

3.8 Methodological Challenges

Some challenges were faced during the conduct of this study. Principally, access to the respondents was the major problem faced by the researcher because many IDPs as well as the staff of NEMA did not want to spare their time to respond to the questionnaire or offer an interview. It appears that they are either too busy or afraid of unknown implications. Therefore, this took the researcher longer time than necessary to get them to respond by convincing them that the study is an academic task. The long time it took the researcher to collect the data implies expending huge amount of scarce resources, money. Impliedly, this also caused a major setback in study completion period.

CHAPTER FOUR

DATA PRESENTATION, INTERPRETATION, ANALYSIS AND DISCUSSION

4.0 Introduction

This chapter consists of presentation, interpretation and analyses of data collected from the field using the survey instrument (questionnaire) and the in-depth interviews. Therefore, the chapter comprises five (5) broad sections. Following this introduction, the first section analyzed the socio-demographic data or the profile of the respondents. The second section analyzed the factors which explained the mandate of NEMA in the management of community based IDPs in the selected communities of Bauchi State. The third section analyzed the various strategies adopted by NEMA in accomplishing its mandate in the management of IDPs in the communities. The fourth analyzed the challenges faced by NEMA in accomplishing its mandate to IDPs in the selected communities. The fifth section analyzed the various suggestions by which the challenges of NEMA in accomplishing its mandate to IDPs may be addressed in the selected communities of Bauchi state. The analyses were presented in frequency tabular format and were eventually followed by discussion of findings also in line with the research objectives. Finally, another section has also been provided for the discussion of the findings.

The data analyses in this chapter were based on 229 questionnaires retrieved from the field out of the total sample of 244 respondents. The communities purposively selected and studied were: Liman Katagum Community (Bauchi Local Government), Bununu community (Tafawa Balewa Local Government) and Tulai Community (Toro Local Government) all in Bauchi State. 71 questionnaires were distributed in Liman Katagum Community but only 67 were retrieved. In Bununu community, even though 133 questionnaires were distributed, only 124 were

retrieved analyzed and presented. Similarly, 40 questionnaires were distributed in Tulai community, and 38 were retrieved. In-depth Interviews, alongside observations were also employed to complement the data elicited through survey technique. However, the analyses of the community members and the IDPs' views in the three communities were presented simultaneously thereby identifying areas of similarity and dissimilarity of responses in these communities.

4.1 Socio- demographic Analysis

This section presents the socio-demographic information of the respondents of the quantitative study who, herein are the IDPs. This information included their age, gender, occupation, marital status and educational status as obtained from the IDP host communities of Liman Katagum, Bununu and Tulai. These are presented on the Table 4.1.

Table 4.1.1: Socio-demographic Characteristics of the IDPs

Socio-demographic Characteristics of Respondents	Communities			Total
	Liman Katagum	Bununu	Tulai	
	Frequency (%)	Frequency (%)	Frequency (%)	Frequency(%)
Age				
Below 15 years	25 (10.9)	4 (1.7)	15 (6.6)	44 (19.2)
16-29 years	15 (6.6)	22 (9.6)	10 (4.4)	47 (20.5)
30-44 years	15 (6.6)	61 (26.6)	8 (3.5)	84 (36.7)
45-59 years	12 (5.2)	10 (4.4)	5 (2.2)	27 (11.8)
60 years/ Above	0 (0.0)	27 (11.8)	0 (0.0)	27 (11.8)
Total	67 29.3	124 54.1	38 16.7	229 100.0
Gender				
Male	41 (17.9)	70 (30.6)	21 (9.2)	132 (57.6)
Female	26 (11.4)	54 (23.6)	17 (7.4)	97 (42.4)
Total	67 29.3	124 54.2	38 16.6	229 100.0
Occupation				
Civil Servant	17 (7.4)	23 (10.0)	7 (3.1)	47 (20.5)
Trader	11 (4.8)	5 (2.2)	8 (3.5)	24 (10.5)
Pupil/Student	12 (5.2)	15 (6.6)	13 (5.7)	40 (17.5)
House wife	20 (8.7)	77 (33.6)	8 (3.5)	105 (45.9)
Artisan	7 (3.1)	4 (1.7)	2 (0.9)	13 (5.7)
Total	67 29.3	124 54.1	38 16.6	229 100.0
Marital Status				
Married	37 (16.2)	60 (26.2)	11 (4.8)	108 (47.2)
Never married	16 (6.9)	39 (17.0)	13 (5.7)	68 (29.7)
Divorced	3 (1.3)	10 (4.4)	4 (1.7)	17 (7.4)
Widowed	11 (4.8)	15 (6.6)	10 (4.4)	36 (15.7)
Total	67 29.3	124 54.1	38 16.6	229 100.0
Educational Qualification				
Primary/Secondary	20 (8.7)	35 (15.3)	15 (6.6)	70 (30.6)
Tertiary Education	20 (8.7)	25 (10.9)	9 (3.9)	54 (23.6)
Post Grad Educ	5 (2.2)	10 (4.4)	7 (3.1)	22 (9.6)
Never Attend Any	0 (0.0)	1 (0.4)	1 (0.4)	2 (0.9)
Islamic/Quranic Sch.	22 (9.6)	53 (23.1)	6 (2.6)	81 (35.4)
Total	67 29.3	124 54.2	38 16.6	229 100.0

Source: Fieldwork, 2017

Table 4.1 presented the socio-demographic characteristics of respondents. From the table, it was discovered that majority of the IDPs in Liman Katagum were within the age bracket of 15 years and below representing 25 (10.9). Whereas 45-59 years with frequency and percentage of 12 (5.2) were

the lowest in the population. For the respondents in Bununu community, majority of them were within the age bracket of 30-44 years, representing 61 (26.6). While ages 15 years and below with frequency and percentage of 4 (1.7) were the lowest in the population. Majority of the respondents in Tulai were within the age bracket of 15 years and below representing 15 (6.6). However, subjects that are 60 years and above with frequency and percentage of 27 (11.8) were the lowest in the population. Put together and observed carefully, the table implies that IDPs communities in the study area were dominated by small children from 15 years and below. This has proven the assertion of Lomo (2016) that the composition of IDPs is mostly dominated by females and children. This is because, perhaps men have stayed behind to protect the little left of their environment or have been captured or killed by the insurgents or the disaster as the case might be. Also, the implication of this finding to the objectives of the study include the fact since NEMA has a stake in the management of the IDPs, it must pay attention to provision of things that are mostly needed by these ages. This includes proteous diet, clothing and schooling facilities and services.

Regarding the gender of the respondents, it was discovered, as shown on the above table, that majority of the IDPs in Liman Katagum were male, represented by 41 (17.9). Male population was also higher in Bununu with a frequency and percentage of 70 (30.6). This is also the case in Tulai, where the number of male respondents has a frequency and percentage of 21 (9.2). On the other hand, Female population is lower in Liman Katagum with 26 (11.4); Bununu, 54 (23.6) and Tulai 17 (7.4). This finding implies that there are more male respondents among the IDPs than females. This is principally because of the fact that all the IDPs are Muslim, therefore females are secluded and males are more accessible. It also does not suggest that there are more males among the IDPs than females. In fact, according to IDMC (2016), the IDP population is predominated by women and children. This can also be seen in one of the responses of a NEMA official in Bauchi. The

respondent asked to comment about the sex composition of IDPs in Bauchi State in general and in any of the three local governments under study in particular:

In Bauchi State statistics available indicated that there are more women and children among the IDPs than men and, that has been the trend in all cases of displacement the -world over.

To further buttress this point, the Desk Officer in Toro Local Government explained that the number of women among the IDPs is greatly higher than the number of men, indicating that there is a ratio of about one man to four women and children among the IDPs. He pointed that:

The number of women and children cannot be compared to the number of Male among the IDPs, because the men, adult men that is, are just very few. I could say that to every Man there are about more than four women and children that can be seen. In other words, among the population of the IDPs there is a ratio of 1:4 (one Man to Women and children), statistically.

However, because majority of the IDPS were Muslims and they still practice ‘Purdah’ or seclusion of women away from men, especially staying at home, men were more easily accessible hence the figure of Male Respondents is higher than that of the Females. This does not imply that there are more men among the IDPs than females as indicated by the desk officers above.

On the part of IDPs occupation, it was discovered, as shown on the table, that majority of the IDPs in Liman Katagum were house wives represented by 20 (8.7). This is also the case in Bununu, where house wives made up 77 (33.6). However, in Tulai, the highest in population were the pupils, making up 13 (5.7). Conversely, the least occupation represented in all the three communities were the artisans with frequencies and percentages of 7 (3.1), 4 (1.7) and 2 (0.9) in Liman Katagum, Bununu and Tulai respectively. Impliedly, this finding reiterates the fact that IDP populations were predominated by women, mostly married women and children. The implication of this finding to the objectives of this study were manifold. In the first place,

NEMA needed a specific mandate on occupational therapy and rehabilitation. Secondly, immediate provision of relief materials needs to be gender, age and occupation sensitive, to cover the needs and aspiration of these occupational groups. However, a leader of IDPs in Bununu in an interview offered that:

Most of us that came here from Bama are traders. As soon as we realized that we cannot go back to our place of birth we started to work as laborers and our wives also work as house helps. Those of us that feel they cannot do something but trading started as traders. In that respect, our major challenge was a starting capital.

The table further show that in terms of marital status of respondents, it was discovered that majority of the IDPs in Liman Katagum were married, represented by the frequency and percentage given as 37 (16.2). In Bununu also, married persons formed the majority with 60 (26.2). However, in Tulai, the finding suggested that the highest population is made up of the ‘Never Married’ ones. This is consistent with the previous finding from Tulai, whose larger population was comprised of children and Pupils. this finding implies generally, that majority of the IDPs are within their sexually reproductive ages. It can be inferred from this finding that in line with the objectives of the study that some of challenges that NEMA could face in the management of the IDPs is the provision of health facilities, especially maternity services because of the increase of needs of such services. Many of the women may be pregnant and in need of prenatal care. Again, this indicates the need for provision of services in reproductive health or lessons in sex education to regulate the spread of sexually transmittable diseases and unwanted pregnancies. In Tafawa Balewa, the Desk Officer lamented that:

One of the challenging Social problems the host communities were facing now is the high number of widows and girls of marriageable age. Most of the people in the communities of Bununu and Mararrabar Bal have expressed worry over the unhealthy development.

On the demographic item seeking to identify the respondents' educational qualification, the table indicates that majority of the Subjects in Liman Katagum attended the Qur'anic education, represented by frequency and percentage of 22 (9.6). The study also discovered that majority of the IDPs in Bununu had the Qur'anic education as indicated by the frequency and percentage of 53 (23.1). In Tulai community, it was discovered that majority of the subjects attended primary school, given by figures 15 (6.6). Meanwhile, the lowest population in terms of educational attainment in Liman Katagum were those with post graduate education given by 5 (2.2). In both Bununu and Tulai, the lowest population is that of persons who have not attended any school at all with a frequency and percentage of 1 (0.4) each. This finding implies that IDPs in the study area were not entirely illiterate especially given the chance to identify Qur'anic Education as a level of educational attainment. A community leader in Liman Katagum stated that:

Almost all the people that migrated to our community here are educated. Their men, women and children have attended different levels of Education. In fact, there was no Private School here until these people came and establish one.

From the views of this community leader above, it is inferred that the IDPs are not only educated, but are also willing to continue educating their wards, to the extent that they even establish their own private school. This also means that even the host communities sometimes obtain some benefit from their visitors, the IDPs.

4.2 Data Presentation and Analysis

This section presents the data collected and analyzed using descriptive statistics. Presentation and analysis of data was based on the objectives of the study.

Table 4.2.1: Views of Respondents on the Mandate of NEMA in the Management of the Internally Displaced Persons

S/N	The Mandate of NEMA in the Management of the Internally Displaced Persons	Communities									Total
		Liman Katagum			Bununu			Tulai			
		Agreed	Undecided	Disagreed	Agreed	Undecided	Disagree	Agreed	Undecided	Disagree	
1.	NEMA has provided all the IDP needs for shelter and clothing	22 (9.6)	24 (10.5)	21 (9.2)	35 (15.3)	60 (26.2)	29 (12.7)	5 (2.2)	32 (13.9)	1 (0.4)	229 (100)
2.	NEMA has provided required food for IDPs	23 (10.0)	20 (8.7)	24 (10.5)	34 (14.8)	60 (26.2)	30 (13.1)	22 (9.6)	13 (5.7)	3 (1.3)	229 (100)
3.	We (IDPs) have received proper security attention from NEMA	22 (9.6)	25 (10.9)	20 (8.7)	45 (19.7)	61 (26.6)	18 (7.9)	10 (4.4)	22 (9.6)	6 (2.6)	229 (100)
4.	NEMA is also concerned (through its staff) about my other loses (relations, job etc.)	21 (9.2)	27 (11.8)	19 (8.3)	51 (22.3)	49 (21.4)	24 (10.5)	13 (5.7)	24 (10.5)	1 (0.4)	229 (100)
5.	Since arriving a new place of settlement, NEMA with new jobs and businesses has provided us	20 (8.7)	26 (11.4)	21 (9.2)	30 (13.1)	55 (24.0)	39 (17.0)	15 (6.6)	17 (7.4)	6 (2.6)	229 (100)
6.	NEMA has made good provision for schools and schooling for IDPs	21 (9.2)	23 (10.0)	23 (10.0)	35 (15.3)	47 (20.5)	42 (18.3)	17 (7.4)	17 (7.4)	4 (1.7)	229 (100)
7.	NEMA has provided adequate and reliable Medical services (for IDPs)	23 (10.0)	25 (10.9)	19 (8.3)	30 (13.1)	59 (25.8)	35 (15.3)	6 (2.6)	29 (12.7)	3 (0.3)	229 (100)

Source: Field Work 2017

Table 4.2.1 presented the mandate of NEMA in the management of the Internally Displaced Persons. On the questionnaire, NEMA's mandate is split into seven items: provision of shelter and clothing; provision of food; provision of security; provision emotional care; provision of economic and occupational support services; provision of educational services or

schools and provision of healthcare services. Subjects responded on the three-grade scale of 'agree,' 'undecided' and 'disagree.' From the findings, as presented on the table, it was discovered that in Liman Katagum, the item that received the highest response was item number four, that is subjects were 'Undecided' on the view that NEMA that is (also) concerned (through its staff) about respondent's other losses (relations, job etc.), with frequency and percentage of 27 (11.8). This means that respondents were not sure if some staff of NEMA or their representatives have succeeded in providing psychotherapeutic or psychosocial assistance to the internally displaced persons in the area. Also, from Liman Katagum, the least of response was item number seven, which shows that respondents 'agreed' that NEMA has not provided Medical attention to the IDPs with responses being 19 (9.2). This finding suggests that some little amount of medical assistance is received by the IDPs.

In Bununu, the highest response was item number three, which shows that the respondents were 'undecided' when asked if IDPs have received proper security attention from NEMA with a response rate of 61 (26.6), meaning that security attention is not adequate. Whereas the least response in that community was obtained on item number seven in which subjects 'agreed' that NEMA has provided medical attention to the IDPs with a response rate of 6 (2.6). This is a sharp contrast to what was obtained in Liman Katagum. Put together it is inferred that healthcare provision to the IDPs by NEMA is simply questionable because the IDPs' opinion indicated uncertainty and dissatisfaction.

For Tulai community, on one hand, the item which had the highest response rate was item number one, which suggests that NEMA has provided all the IDP needs for shelter and clothing with a frequency and percentage of 32 (13.9). On the other hand, the least response was seen on item seven in which respondents agreed that NEMA has provided available and adequate Medical Services

(for IDPs) represented by 3 (1.3). Here also, impliedly, medical attention is inadequate. In general, all aspects of these responses implied that NEMA has provided little attention to the IDPs in different ways at different points in a bid to attain its mandate of providing urgent and essential care for victims of disasters. This is a serious flaw because it was supposed to have provided many urgent needs of food, shelter, security, educational, economic, emotional and healthcare services for these persons. In relation to this, an official at the SEMA office in Bauchi, hinted that the mandate of NEMA has been stated under the law establishing the agency. Some items out of the seven listed in the questionnaire were deduced from the mandate stated by this official. In his words:

According to the Law which established NEMA, it is mandated to harnesses material support, such as food items, sleeping materials, etc. from the Government, International Donor Agencies and individuals, then distribute such to persons in disaster situations like the violence induced internally displaced persons.

In another perspective, additional mandates of NEMA were explained by a LEMA official in Bununu. He confirmed that the mandate, apart from obtaining resources and distributing, also involves assessing and reporting all disaster issues including Internal Displacement of Persons to the State Emergency Management Agency, who may further report such to NEMA. He said:

'NEMA' is the agency which operates at the Federal Government or National level. What we have here at the State level is 'SEMA' that is "State Emergency Management Agency ". Whereas, at the local government level I am the only representative. At the local government level, our mandate also is to assess, report and assist victims of any disaster, crises or emergency such as fire outbreak, flood or things like displacement of persons especially during communal or religious conflict.

It is inferred from the above that LEMA's upward communication involves sending the details of disaster from the communities to SEMA, while distribution of support materials to the IDPs suggests a downward communication. Furthermore, a LEMA official was asked in Toro, the local government headquarters of the Tulai community, about NEMA's specific mandate on Internally

Displaced Persons. He responded that NEMA is only concerned with internal displacement as a result of other natural disasters such as flooding and fire outbreaks. He reveals that as far as he knows, the mandate has not been explicit on insurgency induced displacement of persons. In his view:

Insurgency induced internal displacement may not have been mentioned explicitly in NEMA establishment policy, but displacement of persons from other disasters such as flood is stated. Invariably so much of the circumstances are similar, especially in terms of the needs as the victims arrive a safe zone.

These assertions are not far away from the explanation of the mandate of NEMA as explained by Gambo (2006) who pointed that NEMA is mandated to co-ordinate the activities of all voluntary organizations engaged in emergency relief operations in any part of the federation; to receive financial and technical aid from international organizations and non-governmental agencies for the purpose of disaster management in Nigeria; collect emergency relief supply from local, foreign sources, including international and non-governmental agencies; distribute emergency relief materials to victims of natural or other disasters and to assist in the rehabilitation of the victims where necessary; liaise with the state(s) emergency management committees established under section 8 of the act, to assess and monitor where necessary, the distribution of relief materials to disaster victims; process relief assistance to such countries as may be determined from time to time; liaise with the United Nations' disaster reduction organization or such other international bodies for the reduction of natural and other disasters.

Impliedly, the overall finding suggested that NEMA, to some slight extent, has attempted to accomplish some of its mandates on the community based IDPs in Bauchi State. Nevertheless, as shown on the table above, all the IDPs based in the communities under study are not completely contented with food, shelter, security, emotional care they receive from NEMA. Particularly, they are dissatisfied with the medical care or attention they receive. A leader of IDPs in

Toro/Tulai was completely not satisfied with the support received from NEMA. He said:

For the two years you are talking about, only once has NEMA come here(sic)with a few bags of Maize, some soap and detergent, which they shared among a handful of IDPs. Unfortunately, some people were given not more than two measures of maize and a piece of soap. In fact, somany others did not get anything! Sincerely speaking, it is the members of the community that gave us all the support we have had in the last two years.

This indicates that even the material support provided by NEMA to the IDPs is grossly inadequate in catering for their daily needs. Every person needs food, detergent and medication on daily bases, not once in span of years. But the assertion shows that only a few items were given to very few IDPs and in very small quantities. However, a NEMA personnel in the area said something a little different:

The main function of NEMA is mobilizing relief materials from Government and other agencies and distributing the same materials to the IDPs in all parts of the state. During this period of your study, a lot of relief materials were supplied by the Presidential Initiative for the North East, PCNI. But because of the number of IDPs some communities were visited only once, some were not visited at all, depending on the need assessment as reported by our officials.

From the assertion of the official above, it is the number of the IDPs in the state that rendered the material support of NEMA insignificant. According to him, large consignments of relief items which include food stuff, soaps and detergents, sanitary materials were supplied by the government and, these materials were certainly distributed among the IDPs all over the state. The gap here is that no matter how much is supplied by PCNI or any other arm of government, then it is not enough if it cannot be adequate to reach all IDPs in all host communities in little interval of time because human needs are many and interminable. Therefore, so long as provision of daily necessities is not in steady supply, NEMA is grossly ineffective in attaining its mandate in the management of community based IDPs.

Table 4.2.2: The Views of IDPs on the Strategies of NEMA in Accomplishing Its Mandate in the Management of Internally Displaced Persons

S/N	Strategies of NEMA in Accomplishing its Mandate in the Management of Internally Displaced	Communities									Total
		Liman Katagum			Bununu			Tulai			
		Agreed	Undecided	Disagreed	Agreed	Undecided	Disagreed	Agreed	Undecided	Disagreed	
1.	NEMA have a reliable community strategy that is beneficial to the IDPs	22 (9.6)	10 (4.4)	35 (15.3)	75 (32.8)	15 (6.6)	34 (14.8)	38 (16.6)	0 (0.0)	0 (0.0)	229 (100)
2.	Staff of NEMA have been well trained to serve the needs of IDPs	23 (10.0)	10 (4.4)	34 (14.8)	76 (33.2)	12 (5.2)	36 (15.7)	7 (3.1)	1 (0.4)	30 (13.1)	229 (100)
3.	NEMA takes a house to house strategy to identify and provide services for the IDPs	35 (15.3)	10 (4.4)	22 (9.6)	77 (33.6)	23 (10.0)	24 (10.5)	23 (10.0)	0 (0.0)	15 (6.6)	229 (100)
4.	NEMA's processes are dynamic hence allow for continuous care of the IDPs	20 (8.7)	14 (6.1)	33 (14.4)	65 (28.4)	15 (6.6)	44 (19.2)	14 (6.1)	0 (0.0)	24 (10.5)	229 (100)
5.	NEMA obtains adequate funding from the Government, International Donor Agencies etc. to cater for the needs of IDPs	30 (13.1)	17 (7.4)	20 (8.7)	75 (32.8)	19 (8.3)	30 (13.1)	31 (13.5)	0 (0.0)	7 (3.1)	229 (100)
6.	NEMA works with several other agencies to ensure keeping track of IDPs etc.	30 (13.1)	27 (11.8)	10 (4.4)	70 (30.6)	15 (6.6)	39 (17.0)	16 (6.9)	0 (0.0)	22 (9.6)	229 (100)
7.	Government has had reliable policies regarding the establishment and operations of NEMA	17 (7.4)	21 (9.2)	29 (12.7)	75 (32.8)	28 (12.2)	21 (9.2)	23 (10.0)	2 (0.9)	13 (5.7)	229 (100)

Source: Fieldwork, 2017

Table 4.2.2 addresses the strategies of NEMA in accomplishing its mandate in the management of Internally Displaced Persons. Out of the seven strategies presented in Liman Katagum, the highest response obtained was that all respondents agreed that NEMA takes a house to house strategy to identify and provide services for the IDPs, with a frequency and percentage of 35 (15.3). On the other hand, the least response rate was 10 (4.4), where subjects remained undecided about Government has had reliable policies regarding the establishment and operations of NEMA. Also, in Bununu, majority of the respondents agreed that NEMA takes a house

to house strategy to identify and provide services for the IDPs with a frequency and percentage rate of 77 (33.6). However, the lowest response rate obtained here was that 12 (5.2) disagreed that staff of NEMA have been well trained to serve the needs of IDPs. This suggests that the opposite is the case. For respondents in Tulai community, the largest response rate of 38 (16.6) was an agreement with the assertion that NEMA have a reliable community strategy that is beneficial to the IDPs. In the extreme, the least response was that the subjects agreed that the staff of NEMA have been well trained to serve the needs of IDPs with a frequency and percentage of 1 (0.4). The view also meant that NEMA does not have adequate, well trained manpower.

Also, in Bununu, majority of the respondents agreed that NEMA takes a house to house strategy to identify and provide services for the IDPs with a frequency and percentage rate of 77 (33.6). However, the lowest response rate obtained here was that 12 (5.2) disagreed that staff of NEMA have been well trained to serve the needs of IDPs. This suggests that the opposite is the case, that is to say, the staff of NEMA are not well trained to serve the needs of the COBIDPs. For respondents in Tulai community, the largest response rate of 38 (16.6) was an agreement with the assertion that NEMA have a reliable community strategy that is beneficial to the IDPs. In the extreme, the least response was that the subjects agreed that the staff of NEMA have been well trained to serve the needs of IDPs with a frequency and percentage of 1 (0.4). The view also meant that NEMA does not have adequate, well trained manpower. According to a community leader in Liman Katagum:

The way NEMA gets informed about influx of IDPs is quite commendable. As soon as a new person arrives, we inform the Desk Officer in Bauchi, who comes around and takes a head count. The same process is taken when they want to share relief materials. But in the period, you are asking, relief has not been forthcoming.

Closely observed, these finding implied that the community involvement strategy of NEMA appears visible. As soon as an influx of persons to any community is observed, especially when there is an occurrence of a disaster, the members of the host community first accommodate and

support the immigrants in their own ways and means. Such is later reported to the community head or leader who subsequently informs the nearest NEMA official. However, a community member in Bununu community stated that:

When there was news of attacks on communities in Borno State, we suddenly noted an influx of people in Bununu town. About three weeks or so after the arrival of these people I saw a gathering in the Village head's house and I heard that some amount of maize is being shared to the IDPs. I was told it was the government and I don't know who actually told the government about them.

This suggests merely, that the respondent is not aware of the community strategy. Of course, not all persons can be educated on certain things. However, small communities are usually very homogeneous and information can easily reach all parts of the community. Nevertheless, an informed input from an official of LEMA in Liman Katagum stated that:

Information about any disaster is reported by community leaders, usually to the LEMA official, who immediately reports to SEMA, and if necessary, to NEMA. Any intervention goes down in that order, with the help of First Aid organizations such as the Red Cross, Jama 'atu Nasril Islam etc. In some cases, the army, especially the Airforce, the Police are also involved in saving and settlement of victims of disaster.

However, some of the IDPs that were engaged in in-depth interview looked at NEMA's strategy somewhat differently. There are evidences that some IDPs did not understand the strategies of NEMA in the support it gives them. An IDP leader in Tulai community asserts that:

I have lived a displaced person's life now for four years and they (NEMA) have not known me. How can I believe that they have a strategy? If they have any strategy, then it is a very poor one. Nobody comes here to see us and goes to tell them that some people are suffering here. Or, if they are aware then they don't really care.

On the part of NEMA, the strategies are spelled out in National Disaster Response Framework (2006) which defines measurable, flexible and adaptable coordinating structures, and aligns key

roles and responsibilities of disaster management stakeholders across the nation. Accordingly, it describes specific authorities and best practices for managing disasters. NEMA explains a paradigm shift from response and recovery in disaster management to disaster risk reduction. The response framework offers a holistic approach to disaster management and serves as a legal instrument to address the need for consistency among multiple stakeholders. Finally, the document is a coherent, transparent and inclusive policy for disaster management in Nigeria

Conclusively, it could be inferred from the above that even though NEMA Strategies, as spelled out in its different literature may appear reliable, but like it is elsewhere, policies are not easily applied or implemented, which subsequently leaves gaps that desired to be filled. It was realized from the foregoing that not all IDPs recognized the support and assistance they obtain from NEMA through any knowledge of its disaster response strategies. Again, in all the communities studied, there was no presence of other agencies such as the Red Cross or Red Crescent, or even 'Doctors Without Borders' to render any help or assistance in the stead of NEMA.

Table 4.2.3: Views of Respondents on the Challenges of NEMA in the Management of Internally Displaced Persons

S/N	Challenges of NEMA in the Management of IDPs/Persons	Communities									Total
		Liman Katagum			Bununu			Tulai			
		Agreed	Undecided	Disagreed	Agreed	Undecided	Disagreed	Agreed	Undecided	Disagreed	
1.	NEMA is understaffed to provide holistic care for us	21 (9.2)	18 (7.9)	28 (12.2)	64 (27.9)	49 (21.4)	11 (4.8)	38 (16.6)	0 (0.0)	0 (0.0)	229 (100)
2.	NEMA provides support for the IDPs, so that staff do not pay attention to other emotional constraints	18 (7.9)	15 (6.6)	34 (14.8)	40 (17.5)	44 (19.2)	40 (17.5)	5 (2.2)	0 (0.0)	33 (14.4)	229 (100)
3.	One of the most important problems of NEMA is lack of enough funds	18 (7.9)	16 (6.9)	33 (14.4)	50 (21.8)	51 (22.3)	23 (10.0)	29 (12.7)	0 (0.0)	9 (3.9)	229 (100)
4.	Most of the items available for IDPs are often diverted for personal use by NEMA officials	16 (6.9)	17 (7.4)	34 (14.8)	40 (17.5)	53 (23.1)	31 (13.5)	11 (4.8)	1 (0.4)	26 (11.4)	229 (100)
5.	NEMA have adequate vehicles and other logistics to adequately reach all IDPs	16 (6.9)	16 (6.9)	35 (15.3)	50 (21.8)	50 (21.8)	24 (10.5)	26 (11.4)	1 (0.4)	26 (11.4)	229 (100)
6.	NEMA's strategies for providing cares for IDPs are grossly inefficient	16 (6.9)	17 (7.4)	34 (14.8)	48 (20.9)	53 (23.1)	23 (10.0)	21 (9.2)	0 (0.0)	17 (7.4)	229 (100)

Source: Field Work, 2017

The table 4.2.3 above is concerned with the responses of subjects regarding the challenges faced by NEMA in the Management of Internally Displaced Persons. From the table, it is observed that in Liman Katagum, the highest response rate was that respondents disagreed that NEMA had inadequate vehicles and other logistics to adequately reach all IDPs, with a frequency and

Percentage of 35 (15.3) implying that subjects are of the view that NEMA does not have challenges of vehicles. In contrast, the lowest response frequency and percentage of 15 (6.6) was recorded when respondents were undecided about NEMA provides only material support for the IDPs, so the staff do not pay attention to other emotional constraints. This implied, for the IDPs that, NEMA officials offer both emotional and social support to them, as proven earlier in the findings of this study.

Responding to the statement that one of the most important challenges is lack of adequate funds, respondents in Bununu gave a sharp contrasting response. 50 (21.8%) subjects agreed and 51 (22.3%) remained undecided. In Liman Katagum 33 (14.4%) disagreed. This suggests that people did not believe that government or NEMA does not have enough funds to assist them. And this point was emphasized by the assertion of an IDP leader who argues:

Of course, there must be some challenges, which I can see from government's failure to reach us. Also, considering the huge amount of goods and money we hear being distributed to IDPs on the radio. NEMA has problems, but one cannot say actually what.

An interesting point of concern in terms of challenge is lack of adequate funds to assist the IDPs. While the IDPs and perhaps the general public consider funding as not too difficult for the government or NEMA, the agency and its staff view this differently. Usually reports on the news indicate that large amounts of goods and money were allocated to victims of disasters by government. At the same time victims often complain of not receiving adequate support, for instance in the statement of the respondent above. To further indicate this contention, a SEMA official in Bauchi contends that:

The major challenge of NEMA in the management of IDPs is funding. Almost all the time an emergency situation occurs, NEMA does not have adequate materials at hand to assist the victims. We have to run around scouting for assistance here and there to mobilize both materials and funds to assist victims.

For Bununu community, respondents gave their highest response rate of 64 (27.9) to agreeing that NEMA is understaffed to provide holistic care for the IDPs. The lowest response frequency and percentage is noted on the same option, where a frequency and percentage of 11 (4.8) disagreed that NEMA is understaffed. Also, in Tulai, the biggest challenge posed was that of inadequate staff, as the frequency and percentage of agreed to the positive statement stood at 38 (16.6). Finally, the lowest response rate in Tulai community was 1 (0.4) undecided about most of the items available for IDPs are often diverted for personal use by NEMA officials.

A general view of the findings implied that one of the major challenges confronting NEMA is manpower shortage. One could understand this because in a whole Local Government area, there is just one LEMA official, who serves as a desk officer of SEMA, and by extension, NEMA. However, according to NEMA's national coordination mechanism, NEMA uses other voluntary organizations and agencies including ministries and parastatals when necessary to provide the desired services. (NDRS, 2006). Of course, NEMA need not gather a lot of staff on its payroll that may only be useful in disaster situations. Rather it is more logical if it collaborates with other agencies, parastatals and ministries for man power in times of need. An IDP in Bununu community who has lived there for some years was asked if he knows whether NEMA has any challenges. He said, simply with a serious expression:

I think they don't have workers at all. I have never seen anyone doing anything for us here in the last four years. When food items are brought it is the village Head and his people that share. Nobody comes to offer any medical assistance.

To further confirm the claims of inadequate manpower in NEMA, publications have proven that some man power demands are field workers, such as those who will work in rescue missions or who may offer physiological and psychological help in situations. According to a report by

Gombe zonal office of NEMA in 2015, there was only one nursing staff in the Zone. Needless to say, that the importance of professions such as nursing in such work as disaster response is enormous, as they are very essential in providing both physiological and psychological care as might be required by internally displaced persons. Invariably, some of the Internally Displaced Persons saw the challenges facing the activities of NEMA in various different ways. According to realities on the ground in studied communities, and in line with assertions of IDPS, there appears nothing in existence as physical structure or personnel that point to a NEMA, SEMA or LEMA. Particularly, in Tulai community, an IDP leader opined that:

Actually, I do not understand the way the government works. For the time I have stayed here I have never seen any person in the name of NEMA giving us any help or assistance. I think a lot has to be done in the way they do their work, if they are really doing any work. It is the community people that gave us all the support they can offer.

From the above opinions, it could be emphasized that NEMA had only little, or no manpower at all, especially in the communities where IDPs are hosted at the time of this study. A whole local government area, for example, having only one desk officer? Such a person in disaster or human conflict and displacement situations cannot be appropriate to provide the necessary attention and support the victims may require. Consequently, it could be claimed that, lack of manpower is an index, or a parameter in the assessment of the effectiveness of an agency such as NEMA in undertaking its tasks, such as the management of insurgency induced COBDPs.

Table 4.2.4: Suggestions for Overcoming NEMA's Challenges in the Management of Internally Displaced Persons

S/N	Suggestions for Overcoming NEMA's Challenges in the Management of Internally Displaced Persons	Communities									Total
		Liman Katagum			Bununu			Tulai			
		Agreed	Undecided	Disagreed	Agreed	Undecided	Disagreed	Agreed	Undecided	Disagree	
1.	NEMA should adopt total Social Support techniques (Material, Emotional, Social) in assisting the IDPs	42 (18.3)	12 (5.2)	13 (5.7)	65 (28.4)	37 (16.2)	22 (9.6)	33 (14.4)	3 (1.3)	2 (0.9)	229 (100)
2.	NEMA must be given adequate funding if it should adequately cater for the IDPs	44 (19.2)	11 (4.8)	12 (5.2)	50 (21.8)	34 (14.8)	40 (17.5)	5 (2.2)	1 (0.4)	32 (13.9)	229 (100)
3.	More Psychiatric Nurses, Psychologists, Occupational Therapists and Social Workers should be involved in IDP care by NEMA	41 (17.9)	16 (6.9)	10 (4.4)	65 (28.4)	34 (14.8)	25 (10.9)	29 (12.7)	1 (0.4)	8 (3.5)	229 (100)
4.	All research findings by the various departments of NEMA should be implemented to improve support for the IDPs	29 (12.7)	31 (13.5)	7 (3.1)	30 (13.1)	64 (27.9)	30 (13.1)	15 (6.6)	2 (0.9)	21 (9.2)	229 (100)
5.	NEMA officials must faithfully execute all the terms and guiding principles as found in policies establishing it.	39 (17.0)	18 (7.9)	10 (4.4)	50 (21.8)	43 (18.8)	31 (13.5)	30 (13.1)	3 (1.3)	5 (2.2)	229 (100)

Source: Fieldwork, 2017

The above table 4.2.4 dealt with suggestions for overcoming NEMA's challenges in the management of internally displaced persons. It showed that the highest number of subjects in Liman Katagum agreed that NEMA must be given adequate funding if it should adequately cater for the IDPs with a frequency and percentage of 44 (19.2). In the same Liman Katagum, the lowest response rate was 7 (3.1), where respondents disagreed that all research findings by the various departments of NEMA should be implemented to improve support for the IDPs. This implies that

even the IDPs accept the fact that funding is central to IDPs management. This point was further emphasized by a SEMA official in Bauchi who opined that:

Central to the improvement of services of NEMA in the management of community based IDPs is funding. I have told you earlier that as a challenge, almost all the time an emergency situation arises, NEMA hardly afford adequate materials at hand to assist the victims. We always ran around to scout for assistance here and there to mobilize materials, personnel and funds to assist victims.

These findings imply that funding is a core factor in the running of organizations and agencies such as NEMA. It also suggests that funding is one of the important aspects of effectiveness. If NEMA should be effective in the management of the conflict induced, community based internally displaced persons, then government should provide the necessary and adequate funding for all its services and operations.

In Bununu community, 65 (28.4) agreed that NEMA should adopt total social support techniques (material, emotional and social support strategies) in assisting the IDPs. Again, the same frequency and percentage of 65 (28.4) agreed that more psychiatric (mental health) nurses, psychologists, occupational therapists and social workers should be involved in IDP care by NEMA. Meanwhile, the same number of respondents both agreed and disagreed that all research findings by the various departments of NEMA should be implemented to improve support for the IDPs bearing the same frequency and percentage, 30 (13.1) each. This finding hints that conflict induced IDPs have more than just physiological needs. They also have social and emotional needs which deserve the attention of NEMA. It further implies that the best method to manage Internally Displaced Persons is to adopt social support techniques, which are holistic and completely encompassing (Stacy, 2008). According to a community leader in Bununu whose facial expression portrayed despondence:

Sometimes it is better for one not to know the emotional pains of IDPs, because there is nothing you can do or anyone else can do for them because even NEMA do not have doctors that can help them.

This further indicates the need for more manpower, especially healthcare providers who can be always prepared in the provision of social support services specifically for displaced persons who happened to be witnesses and victims of social conflict. This is because their experiences are peculiar due to encounter with human terror.

The table also pointed that in Tulai community, the highest response was agreed with the suggestion that NEMA should adopt total social support techniques (material, emotional, social) in assisting the IDPs with a frequency and percentage of 33 (14.4). 2 opinions made the lowest response frequency and percentage of 1 (0.4) each, being undecided about the suggestion that NEMA must be given adequate funding if it should adequately cater for the IDP and, more psychiatric nurses, psychologists, occupational therapists and social workers should be involved in IDP care by NEMA. This further implies that social support is desired in the management and rehabilitation of Internally Displaced Persons. In response to the statement which points that NEMA officials must faithfully execute all the terms and guiding principles as found in policies establishing it, majority of the respondents agreed with 39 (17%) in Liman Katagum, 50 (21.8%) in Bununu and 30 (13.5%) in Tulai community. In all, over 52% of the subjects, which is more than half of them, advocate for the total application of the terms and guiding principles of NEMA by its staff. The implication of this finding is that people appreciate the fact that programmes and policies in Nigeria are not the problems, but faithful implementation of such. This was summed up by a LEMA official in Toro during an in-depth interview:

A careful look at the policy establishing NEMA and the designed mode of its operation through viable strategies confirms that what the agency really needs was nothing but sound political will to implement the strategies and the continuous flow of resources to implement IDP management to the latter.

More than anything else, this official is advocating for strong political will from the persons in the corridors of power. Such will could definitely make the good policies work effectively.

4.3 Discussion of Findings

From the above findings, it has been observed that the mandate assigned to NEMA to provide immediate support in terms of shelter, food and medication to victims of disaster such as the IDPs is not supported appropriately by the Government. Especially, attention is rather paid more on the Camp based IDPs than the Community based, who are not explicitly mentioned in the mandate. The authorities, non-governmental and faith-based organizations as well as the international support groups all pay attention to the IDPs based in camps, neglecting those hosted in communities. Apart from the attitude of the government, the mandate is also poorly handled by the authorities of the National Emergency Management Agency. Particularly, apart from the fact that conflict induced, community based IDPs have not been explicitly described, even with their peculiarities in comparison to others, also, they have not been supplied with adequate food, neither have they received appropriate medical attention as shown in table 4.2.3. This confirms the findings of David et al (2016) who discerned also, that IDPs in different communities of Adamawa state hosting IDPs are starving as a result of lack of food supplies. It also goes in line with the findings of Tajuddeen and Adebayo (2012) who suggests that such is an evidence of neglect on the part of government which is represented here as NEMA, to fail in supplying basic needs for the community based IDPs. Impliedly, negligence in the discharge of social responsibility is viewed by functionalist theorists as a structural failure, which could lead to further discord and instability within the system, unless something is done, for instance by the State (government) to enhance cohesion and stability.

Findings also indicate that NEMA takes a house to house strategy to identify and provide services for the IDPs, as shown on Table 4.2.2, even though the findings posit that Government has not had reliable policies regarding the establishment and operations of NEMA, as it does not have control and power over SEMA and LEMA by legislation (except, of course, by collaboration). It shows that aspects

of the society are working to maintain stability and enhance solidarity. This has proven the strength of Functionalism, a social theory which emphasises that social system is like an organism, one part is essential in the existence of the whole. Although another finding has implied that the community involvement strategy of NEMA is quite commendable, but it also flawed the authorities for not efficiently doing the needful. It has been shown that NEMA does not have sufficient manpower, and even at that the little available staff have not been well trained to serve the needs of IDPs. This suggests that the study is still in tandem with the earlier studies of Tajuddeen and Adebayo (2012), who suggested that NEMA needs more trained staff to handle issues pertaining to internal displacement resulting from conflicts. Findings of this study however, are in sharp disagreement with the claim of Tajuddeen and Adebayo (2012) as further findings on this same table suggests that, respondents have agreed that NEMA a reliable community strategy that is beneficial to the IDPs. In other words, this rather concurs with the claims of NEMA Act (1999), and assertions of Gambo (2006), as well as declarations of other publications of the agency that explains the community involvement in the management of IDPs.

Findings in relation to the challenges of NEMA show that the staff of NEMA have not been well trained to serve the needs of IDPs. The view also meant that NEMA does not have adequate, well trained manpower. The need for adequate, well trained man power stem from the fact that IDPs need more than just material help so there is need for different classes of professionals to take care of them. This was the stand of Stachour and Valerie (1998). This was also exactly the view of Roberts et al (2009) who opined that emotionally traumatized persons (such as the conflict induced IDPs) need more than just material help if they are to be holistically rehabilitated. This goes a long way to emphasize the place of Structural Functionalism theory in pointing at the necessity and the strife of social systems to maintain of order, consensus and social solidarity necessary for societal existence

and equilibrium (Hak and Durk, 2007). Other significant findings suggest that NEMA had inadequate vehicles and other logistics to adequately reach all, as it is also understaffed to provide holistic care for the IDPs. Of course, it is cardinal for the care giver or the rescue team to reach the victim on time, hence the need for ever ready vehicles and other means of transportation to reach the disaster point in good time anywhere it may be. This finding was confirmed by NEMA itself when it stated in its annual report in 1999 that it is lacking in this regard.

Finally, findings about suggestions offered to NEMA in mitigating its challenges imply that the agency needs the involvement of a diverse set of professionals who may help in alleviating the psycho-social and socio-economic challenges of the IDPs. This corroborates the suggestions by Ajiboye et al (n.d), who recommended that professional counselors be actively involved in the provision of services such as trauma counseling, career counseling and family counseling to the disaster induced IDPs. In the same vein, it has been suggested that NEMA should adopt total social support techniques. These techniques involve the combination of the use of material, emotional, and social assistance in mediating any such stress among persons inflicted with unprepared challenges such as the internally displaced. This is in agreement with the suggestions of Ajiboye (2013) who opined that in assisting the IDPs, more professional counselors, psychiatric nurses, psychologists, occupational therapists and social workers should be involved in their care. This implies that the best method to manage Internally Displaced Persons is to adopt social support mechanism, which is holistic and completely encompassing.

CHAPTER FIVE

SUMMARY, CONCLUSION AND RECOMMENDATIONS

5.1 Introduction

This chapter summarized the entire research, and offered conclusions and recommendations based on the research findings and in accordance with the stated objectives. It also advanced some suggestions for improving the services of NEMA to the community based Internally Displaced Persons.

5.2 Summary of the Major Findings

This study focused on the assessment of the role played by the National Emergency Management Agency in the management of Internally Displaced Persons in some Selected Communities of Bauchi State. In order to carry out this study, four (4) research questions were formulated. The research questions sought to find out the mandate of NEMA in the management of IDPs; the strategies of NEMA to attain the mandates; the challenges of NEMA in attaining those mandates and suggestions to improve the activities of NEMA in the management of IDPs. The research method adopted was a survey method using quantitative and qualitative sources. The population of this study comprised all the Internally Displaced Persons in the selected communities, members of the host communities and officials of the National Emergency Management Agency. A sample of 244 was drawn and copies of questionnaire were issued for the quantitative study, of which 229 (making 93.9% of the sample) were received and duly analyzed. As for the qualitative study, nine persons were taken for in depth interview. The quantitative data related to the research questions were analyzed using frequency and percentage. The qualitative data obtained from the in-depth interview was transcribed.

The following are the major findings of the study based on the data collected and analyzed:

1. NEMA has a mandate to provide emergency support to victims of all disasters, but it does not have an explicit mandate on the management of community based internally displaced persons. Nevertheless, its mandate was derived from the management of general disaster cases basically stationed in the displaced people's camps. Subsequently, NEMA partakes in the management and rehabilitation of community based internally displaced persons as victims of social disaster. It was also discovered that after provision of basic shelter and food, NEMA is also noted to provide emotional concern to victims who might have lost properties, relations, job etc. through the services of some of its staff.
2. In spite of this, NEMA has not been seen to provide necessary medical attention to the IDPs based in the communities studied. In all the three communities studied, Internally Displaced Persons have complained of not receiving any medical attention notwithstanding the health challenges during the incidence which displaced them, or during the displacement trip and at the time of rehabilitation as they settled in the host communities.
3. NEMA has a sound strategy for both reporting and sending down relief materials to the affected persons, in our case the IDPs. This community involvement strategy of NEMA is quite creditable. Once a disaster occurred (such as communal conflict or insurgency attacks) any influx of persons to any community, the members first support them and report to their community head or leader who informs the nearest NEMA official, who, usually is the LEMA desk officer.
4. The major challenge confronting NEMA is manpower shortage. NEMA lacks adequate manpower not only in terms of surveillance of internal displacement, but also in providing the

necessary support and care to all the physical, emotional, material and the social needs of the internally displaced persons. Another significant finding related to this is that, one of the most important problems of NEMA is lack of enough funds. Of course, the number of internally displaced persons may be too large to be supplied of all their basic needs of shelter, sleeping, food and medicines.

5. The study found that the most important way to improve NEMA's role in the management of DDPs is to increase funding and enhance its capabilities by adding manpower in form of medical personnel.
6. Importantly, there should be an enactment or amendment of the law establishing NEMA to accommodate the conflict or insurgency induced, community based IDPs.

5.4 Conclusion

Studies on the functions of NEMA and its role in the palliation of suffering among the camp based IDPs have been extensively carried out in the literature. However, most of the studies focus on examining the role of other agencies in the resettlement of displaced persons in IDP camps, only a few concentrated on the effectiveness of care accorded to the community based IDPs. Thus, this study is believed to be unique as it takes a different dimension by assessing the effectiveness of NEMA, a state instrument established for such purposes, in the management of community based IDPs in selected communities of Bauchi State. In fact, it is one of the pioneering studies in this area.

From the analysis and summary of the findings of this study and, in line with the stated objectives, it was concluded that in the first place, NEMA does not have an explicit mandate in the management of conflict induced, community based internally displaced of persons despite the severity and increasing intensity of the menace. Also, apart from the absence of clear

mandate and despite the fact that NEMA's strength lies in its strategies, it still lacks the resources and manpower to adequately manage the increasing number of community based IDPs in these selected communities of Bauchi state. Finally, it was found and suggested that NEMA could do better if clearly mandated and fully funded to manage the community based internally displaced persons in Bauchi State.

5.5 Recommendations

The study focused on the effectiveness of NEMA in the Management of the conflict induced internally displaced persons in some selected communities of Bauchi State. In line with the findings of this study, the following recommendations were made:

1. NEMA should have an explicit mandate on the Internally Displaced Persons, which may be derived from the specific nature of displacement - human or natural. Such laws or policies are required in establishing it from the federal, state and local governments, down to communities.
2. NEMA's sound strategy for both reporting and sending down relief materials to the persons in natural disaster situations should be adopted to IDP care such that once a disaster, such as communal conflict or insurgency attack occurs somewhere, any influx of persons to any community, the hosting community members should first support them before reporting to their community head or leader, who may immediately, inform the nearest NEMA official.
3. Due to the finding that the major challenge confronting NEMA is manpower shortage, the agency should be improved with adequate manpower not only in form of surveillance of internal displacement, but also in providing the necessary support and care to all the physical, emotional, material and the social needs of the internally displaced

persons. Since it was found that one of the most important problems of NEMA is lack of enough funds, NEMA should be appropriated solely from the national budget as opposed to its relying on donations and international support.

4. In addition to improved funding and increased man power, specialized man power (such as psychologists and nurses) must be added to help both victims and their hosts in adjusting and adapting to the situation in which they found themselves.

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Appendix I

QUESTIONNAIRE

Section A: Introduction

ASSESSING THE EFFECTIVENESS OF NATIONAL EMERGENCY MANAGEMENT AGENCY IN THE MANAGEMENT OF INTERNALLY DISPLACED PERSONS IN SELECTED COMMUNITIES OF BAUCHI STATE, NIGERIA BETWEEN JANUARY 2015 TO DECEMBER 2016.

Dear Sir/Madam

I am a student of the Department of Sociology, Ahmadu Bello University Zaria, conducting a research on the above topic as part of the requirements for the award of Master's Degree in Sociology. I will be very grateful if you could kindly attempt to answer the questions on this questionnaire.

The research is for academic purpose only, hence your responses will be treated with utmost confidentiality even as your anonymity is guaranteed. I need your cooperation, please.

Thank you for the anticipated cooperation.

(Lamaran Abdul Gamawa)
MSC/SOC-SCI/20927/2012-13

Section B: Socio-demographic Characteristics of Respondents

Instruction: Please tick () where appropriate

Community (a) Liman Katagum () (b) Bununu () (c) Toro-Tulai ()

1. Age: (a) Below 15 years () (b) 16-29 years () (c) 30-44 years () (d) 45-59 years ()
(e) 60 years and above ()

2. Gender: (a) Male () (b) Female ()

3. Occupation: (a) Civil Servant () (b) Trader () (c) Pupil/Student () (d) House wife () (e)
Artisan ()

4. Marital Status: (a) Married () (b) Never Married () (c) Divorced () (d) Widowed ()

5. Educational Qualification: (a) Primary and Secondary School () (b) Tertiary Education ()
(c) Post Graduate Education () (d) Never attended any School () (e) Islamic/Qur'anic School ()

Section C, Part 1: The Mandate of NEMA in the Management of the Internally Displaced Persons

S/N	The Mandate of NEMA in the Management of the Internally Displaced Persons	Agree	Undecided	Disagree
I.	NEMA has provided all the IDP needs for shelter and clothing between January 2015 to December 2016			
2.	NEMA has provided required food for IDPs between January 2015 to December 2016			
3.	We (IDPs) have received proper security attention from NEMA between January 2015 to December 2016			
4.	NEMA is also concerned (through its staff) about my other loses (relations, job etc.)between January 2015 to December 2016			
5.	Since arriving a new place of settlement, NEMA has provided us with new jobs and businessesbetween January 2015 to December 2016			
6.	NEMA has made good provision for schools and schooling for IDPs between January 2015 to December 2016			
7.	NEMA has provided available and adequate Medical Services (for IDPs) between January 2015 to December 2016			

Part 2: Strategies of NEMA in Accomplishing its Mandate in the Management of IDPs

		Agree	Undecided	Disagree
1.	NEMA have a reliable community strategy that is beneficial to the IDPs between January 2015 to December 2016			
2.	Staff of NEMA have been well trained to serve the needs of IDPs			
3.	NEMA takes a house to house strategy to identify and provide services for the IDPsbetween January 2015 to December 2016			
4.	NEMA's processes are dynamic hence allow for continuous care of the IDPsbetween January 2015 to December 2016			
5.	NEMA obtains adequate funding from the Government, International Donor Agencies etc. to carter for the needs of IDPs			

6.	NEMA works with several other agencies to ensure keeping track of IDPs, etc. between January 2015 to December 2016			
7.	Government has had reliable policies regarding the establishment and operations of NEMA			

Part 3: Challenges of NEMA in Supporting IDPs

		Agree	Undecided	Disagree
1.	NEMA is understaffed to provide holistic care for us between January 2015 to December 2016			
2.	NEMA provides only material support for the IDPs, so the staff do not pay attention to other emotional constraints			
3.	One of the most important problems of NEMA is lack of enough funds			
4.	Most of the items available for IDPs are often diverted for personal use by NEMA officials between January 2015 to December 2016			
5.	NEMA have inadequate vehicles and other logistics to adequately reach all IDPs between January 2015 to December 2016			
6.	NEMA's strategies for providing care to IDPs are grossly inefficient between January 2015 to December 2016			

PART 4: Suggestions for Overcoming NEMA's Challenges in Supporting the IDPs in Bauchi State

		Agree	Undecided	Disagree
1.	NEMA should adopt some other support measures (Material, Emotional, Social) in assisting the IDPs			
2.	NEMA must be given adequate funding if it should adequately cater for the IDPs			
3.	More Psychiatric Nurses, Psychologists, Occupational Therapists and Social Workers should be involved in IDP care by NEMA			
4.	All research findings by the various departments of NEMA should be implemented to improve support for the IDPs			
5.	NEMA officials must faithfully execute all the terms and guiding principles as found in policies establishing it.			

Appendix II
INDEPTH INTERVIEW GUIDE FOR THE STAFF OF NEMA (SEMA, LEMA)

1. General characteristics of respondent

- a. Age
- b. Sex
- c. Position / Rank
- d. Marital status

2. What did you know about NEMA and its mandate in the management of IDPs?

Probe:

- a. Historical origin
- b. Policy establishing it
- c. Present day NEMA
- d. Talk about NEMA and its role in the management of Community based IDPs between January 2015 to December 2016

3. How would you describe the structure of NEMA?

Probe:

- a. Personnel
- b. Coordination
- c. Funding
- d. Physical structure

4. What is the Mode of operation of NEMA?

Probe

- a. Role of the State
- b. Authority
- c. Place of the Military and DRUs
- d. Collaboration
- e. Finance and Aids

5. What are the functions of NEMA?

Probe:

- a. In disasters
- b. On IDPs
- c. Social Support
- d. Disaster Policy enacting and implementation

6. What are the problems of NEMA in terms of providing support for the IDPs between January 2015 to December 2016?

Probe:

- a. Funding
- b. Co-ordination
- c. Personnel
- d. Training
- e. Policy

8. In What ways will NEMA improve its support strategies for the IDPs?

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Appendix III

INDEPTH INTERVIEW GUIDE FOR THE HOST COMMUNITY LEADERS

1. General characteristics of respondents
 - a. Age
 - b. Sex
 - c. Occupation
 - d. Marital status

2. What do you know about an agency called NEMA?
Probe:
 - a. Roles
 - b. Activities
 - c. Staff
 - d. History

3. What do you think are the functions of NEMA?
Probe:
 - a. In disasters
 - b. On IDPs
 - c. Social Support
 - d. Financial assistance

4. What do you think are the problems of NEMA in terms of providing support for the IDPs between January 2015 to December 2016?
Probe:
 - a. Funding
 - b. Co-ordination
 - c. Personnel
 - d. Training
 - e. Policy

5. What are the prospects of NEMA in supporting the IDPs?
Probe:
 - a. Co-ordination
 - b. Policy
 - c. Funding
 - d. Personnel

6. In What ways will NEMA improve its support strategies for the IDPs?
 - i.
 - ii.
 - iii.
 - iv.
 - v.

Appendix IV

INDEPTH INTERVIEW GUIDE FOR THE LEADERS OF IDPS

1. General characteristics of respondents.
 - a. Age
 - b. Sex
 - c. Marital Status
 - d. Occupation

3. What is NEMA and what do you think are its Functions?
Probe:
 - a. Does it provide Shelter and food to IDPs?
 - b. Does it provide Medical Care to IDPs?
 - c. Does it provide Security to the IDPs?
 - d. Does it give financial assistance to IDPs?

2. What is the Mode of operation of NEMA?
Probe
 - a. Direct Services
 - b. Service through NGOS and FBOs
 - c. Service through other Professionals
 - d. Service through Community Leaders

4. What do you think are the problems of NEMA in terms of supporting the IDPs between January 2015 to December 2016?
Probe:
 - a. Funding
 - b. Co-ordination
 - c. Personnel
 - d. Training
 - e. Policy

5. What do you think are the prospects of NEMA in supporting the IDPs?
 - a. Co-ordination
 - b. Policy
 - c. Funding
 - d. Personnel

6. In What ways will NEMA improve its support strategies for the IDPs?
 - I.
 - ii.
 - iii.
 - iv. ,
 - v.

Appendix V

INDEPTH INTERVIEW GUIDE FOR THE MEMBERS OF THE HOST COMMUNITY

1. General characteristics of respondents.
 - a. Age
 - b. Sex
 - c. Marital Status
 - d. Occupation
2. What do you know about an agency called NEMA?
Probe
 - a. Functions
 - b. Activities
 - c. Personnel
 - d. Infrastructure
3. How would you describe the way NEMA works to assist the IDPs between January 2015 to December 2016?
Probe:
 - a. Works with its Personnel
 - b. Involvement of armed security personnel
 - c. Involvement of NGOs
 - d. Community Involvement
4. What problems do you think NEMA has, in terms of providing support for the IDPs between January 2015 to December 2016?
Probe:
 - a. Funding
 - b. Co-ordination
 - c. Personnel
 - d. Training
 - e. Policy
5. In What ways will NEMA improve its support strategies for the IDPs?
 - i.
 - ii.
 - iii.
 - iv.