



National Emergency Management Agency (NEMA) and Disaster Management in Anambra State, Nigeria, 2011-2018

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Abstract

Disaster in Nigeria is a serious problem that occurs over a long or short period of time that causes widespread human, material, economic or environmental loss which exceeds the ability of the affected community or society to cope using its own resource. In view of the above assertion, the Government of Nigeria established National Emergency Management Agency (NEMA) to manage disasters in the country, reason why this study investigated the role of NEMA in managing disasters in Nigeria. The research paper approach adopted for the study conforms to qualitative research, as it reviews the literature relating to disaster and disaster management in Nigeria. After prudent study and assimilation of related write-ups on the topic under study, one major thing found is that NEMA has played significantly role to support victims of disaster through the establishment of IDP camps, donation of relief materials IDPs, establishment of operations offices, enumeration of flood affected farmers, rescue of accident victims, establishment of emergency shelter centers in flood prone areas, to mention but a few. Finally, the study recommends among other things that NEMA should be more proactive in its activities especially in the areas of coordination, mobilization and sensitization. Since the problems that are associated with hazards and disasters cannot be solved in isolation, there is the need to partner with other private bodies and agencies like NGOs, Civil Society Organizations (CSOs), Health Management Boards, Donor Organizations, Corporate Bodies and private individuals, in ensuring cross fertilization of ideas, funding, provision of DM training programme.

Keywords: NEMA, Disaster, Disaster Management, Nigeria

Introduction

Disasters and their consequences have become an issue of immense global concern bothering the minds of governments, nongovernmental and civic society organizations because they are affected either directly or indirectly. Disaster takes various forms such as tornadoes, conflict and violence, floods, wildfires, earthquakes, drought, accidents, incidents of mass violence to mention but a few. Among the above-mentioned

disasters, the displacement caused by

conflict and violence progresses rapidly with a total of about 20.3million in 2011 to about 40.3million in 2016. The Internally Displaced Monitoring Centre (2017) confirmed the above point when it reports that “by the end of 2016 there were 40.3 million people living in internal displacement as a result of conflict and violence in the world. This number has nearly doubled since 2000 and has increased sharply over the last five years”. Africa as a continent in 2003 was

ravaged with major disasters, ranging from floods, droughts, cyclones, earthquakes, and food security emergencies (McEntire & Mathis (2006:5-6). Of these, however, eleven were complex emergencies. A complex emergency is often sparked by natural/or political, economic, or environmental stress, and they impede response and relief efforts (Miner & Weis, 1995:17).

While Africa is overwhelmingly afflicted with complex emergencies, Asia declared only two in 2003 (McEntire & Mathis: 2004, 5-6). Asian nations more commonly face hydro-meteorological hazards. Floods have been the cause of disaster situations in Vietnam, Indonesia, China, and Sri Lanka. Typhoons have wreaked havoc in Korea, Fiji, and the Solomon Islands. In addition to flood and typhoons, earthquakes, drought and epidemics are also a common problem for Asian countries. In Europe, the Middle East, Latin and Northern America, terrorism, geological and hydrological disasters caused serious havocs. And recently, the Nepal Avalanche or snowstorm which killed 40 people, lends credence to the foregoing. Consequently, disasters have had a negative effect on the human race, leading to loss of human lives and properties, apart from the huge financial burden they have posed on government spending.

Ovosi (2012) observes that over 600,000 lives have been claimed by both natural and man induced hazards within the last decade. In the same vein, over 2.4 million people, the majority of them in developing countries like Nigeria have been directly affected. Broadly, between 1970 and 2010, an estimated 3.3 million people all over the world have died as a result of disaster occurrences (Arrow, 2012: 26).

Nigeria, a country that presents a veritable landscape for the study of disasters, calamities and catastrophes, especially the human-induced ones, is not exempted in disaster management, which have had and it is still having a negative impact on the society and the lives of its citizens. Anambra state as our study area has of recent recorded

increase in devastating disasters like the 2012, 2013, 2018 and 2019 floods which affected almost all parts of the state especially Anambra West, Anambra East, Ayamelum, Onitsha North, Onitsha South, Awka North and Ogbaru (Anumba, 2013), fire explosions in Onitsha, Nkpor and Awka areas with instance being the February 15, 2017 DMGS roundabout fuel tanker explosion (Ejikeme, 2017), erosions (both gully and sheet) in Ekwulobia, Anaocha, Awka and Idemili environs (Uchegbu, Ozulumba, Ejikeme, Okosun, Anierobi, Obi, Emeasoba, Agwuna & Iroegbu, 2016) and building collapses in Nnewi, Nkpor and Onitsha axis (Ezeagu, 2015) of the state which has led to deaths and loss of properties.

The protection of life is no doubt, is one of the fundamental purposes for the existence of the state and its machinery, the government. James (1883-1922), cited in Gauba (2007:421) lends credence to this, by stating thus: The test of a government is the welfare of its people and the standard of merit of any government can be judged by the adequacy with which it performs the chief functions of government: the protection of its people from internal and external enemies (which also include natural and man-made disasters); the securing of justice; the efficient administration of common affairs, and bestowal of aid to individual citizens in their several occupations. In other for the Government of Nigeria to fulfill these functions as stipulated above by James, the Nigeria government established the National Emergency Management Agency (NEMA) via Act 12 as amended by Act 50 of 1999 to manage disaster and disaster related cases in the country (NEMA, 2020).

With an operational disaster management institution known as NEMA, one can easily assume that disaster occurrence within the state will be minimal as they will be prevented, and that the negative effects of disasters will be relatively bare. However, this is not so, as in the opinion of Efobi and

Anierobi (2013), not much has been achieved by NEMA in Anambra state other than supply of relief materials. Also, disaster management in Anambra state has been alleged to be ineffective, slow responsive and post-disaster occurrence inclined (Nwabineli, 2015). Not to mention that NEMA has also been critiqued for showing lack-lustrous attitude towards managing certain types of disasters like erosion, building collapses and fire incidents within the state (Ejikeme, Igbokwe, Johnson & Chukwuocha, 2013; Nwabineli, 2015; Nwobodo, Otunwa, Ohagwu & Enibe, 2018). However, there are no effects without a cause, hence, NEMA's poor disaster management performance in Anambra state must have been as a result of unknown cogs in the wheel of the administration of its functions among which are lack of proper planning, poor coordination, weak functional emergency service, to mention but a few. This study therefore, evaluates the activities of NEMA in managing disasters in Anambra State, Nigeria.

Concept of Disaster

Despite the universality of the occurrences of disasters, defining them has been so mystified, giving rise to intellectual uncertainty, analytical confusion, paradigmatic disorder and theoretical impotence due to the varied intellectual persuasions and affiliations of scholars in the field. We shall begin the definition of Disaster as given by the United Nation Office for Risk Reduction (UNDRR) (2020), that sees it as “a serious disruption of the functioning of a community or a society at any scale due to hazardous events interacting with conditions of exposure, vulnerability and capacity, leading to one or more of the following: human, material, economic and environment losses and impacts”. The above definition by UNDRR sees disaster mainly as a disruption in the functioning of the community or society that causes serious loss to humans and the environment.

Reasoning from the same angle, the United Nations International Strategy for Disaster Reduction (UNISDR) in a slightly different way conceptualizes disaster as “a serious disruption of the functioning of the society causing widespread human, material or environmental losses, which exceed the capacity of the affected society to cope with using only its own resources. The meaning given to disaster by UNDRR & UNISDR reveals that disaster occurs and alters the functioning of the society leading serious damage to the humans and the environment when societies cannot provide adequate resistance, mitigation and prevention.

Similarly, Arrow, Becker, Ostrom, Schelling, Sen, and Solow (2010) in a book titled *Natural Hazards, Unnatural Disasters*; provide an insightful and more distinguishing definition of disaster. According to them, disaster is “the hazard's effect on society as a result of the combination of exposure (the people and property subject to hazard) and vulnerability (the characteristics that influence damage).” For them, hazard is a natural process or phenomenon (flood, storm, drought, earthquakes) with adverse effects on life, limb, or property. Also, hazards differ in severity, scale, and frequency and are often classified by cause (such as hydrometrological or geological).

Disasters can be sudden (flash floods) or progressive (drought). Disasters are caused due to the interaction of humans with their environment. A disaster is a function of the risk process. It results from the combination of hazards, conditions of vulnerability and insufficient capacity or measures to reduce the potential negative consequences of risk (ISDR, 2002: 25).

This definitional expedition is however not complete without considering an elaborate encompassing explanation of disaster by Mileti (1999). Mileti stated that “in order to focus on the discussion, it is always necessary to sort out the various ways to define disaster.” First according to him, is a conventional media definition, which centers on the destruction of human capital.

According to him, one source suggests that: From 1975 to 1994, natural hazards killed over 24,000 people and injured 100,000 in the United States and its Territories. About one quarter of the deaths and half the injuries resulted from events that society would label as disasters. (Mileti, 1999:4)

A second way to view disaster is to focus on the destruction of physical capital. Again, an estimate of those losses in the U.S. suggests: A conservative estimate of the total dollar losses during the past 2 decades is \$500 billion. (In 1994 dollars) More than 80 percent of these costs stemmed from climatologically events which around 10 percent resulted from earthquakes and volcanoes. Only 17 percent were insured. (Mileti, 1999:4-5) McLoughlin (1985:165) in Agagu (2010:156) validates the foregoing when he examined the enormity and veracity of disaster in the USA. According to him, in an average year in the United States, flood will cause \$2 billion to \$3 billion in damage. Tornadoes will leave over 100 people dead. Fires will kill more than 6,000. These emergencies occur regularly and others are waiting to happen. There are 9,000 high hazard dams in the country. Four billion tons of hazardous materials move through the transportation system each year, thirty-nine states are at risk from earthquakes and 22 metropolitan states are at risk from earthquakes and 22 metropolitan areas from hurricanes.

A third way to view disaster is to focus on social capital and to see disaster as a threat to existing capital. For example, the following definition reflects that emphasis. A disaster is normatively defined situation in a community when extraordinary efforts are taken to protect and benefit some social resource whose existence is perceived as threatened. (Mileti, 1994:4-5)

Waeckerle (1991) in Oruonye (2012:2), stipulated that “disasters are tragedies that overwhelm our communities, destroy our property and harm our population”. Indeed, the overwhelming effect of disasters on human lives, commercial and social activities

in all ages cannot be overemphasized. It is estimated that average of 547 million people is affected by disasters globally every year, with 80 to 90 percent of death are recorded in mostly the developing countries. 296 million people are affected by natural disasters yearly; 145 million by droughts; and 106 million by flood (Mairiga, 2013 in NEMA, 2013: 5)

History of Disaster Management Nigeria

The antecedent of organized DM in Nigeria pre-dates independence, with the establishment of the Fire Brigade in 1906. The agency was merely saddled with the responsibility of saving lives and properties, and providing humanitarian services during emergencies. However, in 1960s and 1970s, it was replaced with ad-hoc arrangements domiciled in the office of the Head of State and State Governors. During this period, disaster responses were considered as mere security issues. Events however took a turn with the devastating effects of the 1972/73 drought. The drought had serious effects on lives, properties and the economy. Consequent upon this, the National Emergency Relief Agency (NERA) was created with the overall mandate of administering relief materials to disaster victims.

In order to address natural disaster reduction strategies in line with the UN International Decade for Disaster Reduction (IDNDR), and at the same time address the limited scope of NERA, the Federal Government in 1990 set up an InterMinisterial body. Resultantly and to meet the demands of managing disasters, the FGN in 1993 decided to raise the status and expand the scope of NERA as an agency under the Presidency. In 1997, the management of NERA organized a National Workshop that involved major stake holders in DM in Nigeria to deliberate on critical factors for an effective disaster management system in Nigeria, and noted the need to:

- i) Expand the functions of NERA, amend the decree setting up NERA and change its name to National Emergency Management Agency (NEMA).
- ii) Structure the new Agency by putting into consideration appropriate policies and strategies: Search and Rescue mobilization capacities; Information; Education; and Preventive strategies; Administrative; Finance and Logistics systems; Relief and Rehabilitation capacities; Research and Planning.
- iii) Provide appropriate budgetary allocation for the operation of the agency. (NDMF, 2001:6-7)

Disaster/Emergency Management

Disaster management is defined as those measures which are aimed at impeding the occurrence from having effects on communities (Omotoso, 2010:136). The above conception narrows emergency management down to the role of mitigation which is just a meager part of the entire activities associated with emergency management. However, the activities that surround the overall framework of emergency management extend beyond this. It is then important to say that emergency management includes a network or a body of policy or policies which regulates the operation of emergency management bodies. For example, as observed by Gabriel (2002:292), the Australian Emergency Agency (EMA) does not respond directly to emergencies. Rather, as an agency of the commonwealth, it provides resources, finances, training, and research. According to him, Australia delegates responsibility for emergency management to individual states and territories. It has only been recently that Australia has begun to focus on prevention and mitigation measures, thereby moving away from the relief-giving and response centric to mitigation and preparedness approach.

Contributing to this foregoing, Agagu (2010:156) stated that “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.

Kasperson (1985:8) describes emergency management as “the purposeful activity which society informs itself about hazards, decides what to do about them, and implements measures to control them, or mitigate their consequences”. These activities is said to have two major functions namely intelligence and control. While intelligence provides the information needed to determine whether a problem exists and to defines choices and to determine whether success has been achieved, the control function on the other hand has to do with the design and implementation of measures aimed at preventing, reducing and redistributing the hazard, and/or mitigating its consequences.

Oruonye (2012:2) affirms that “disaster management is the process of addressing an event that has the potential to seriously disrupt the functioning of a society. He adds that Disaster management is similar to disaster mitigation; however, it implies a whole of government approach to using community resources to fight the effects of an event and assumes the community will be self-sufficient for periods of time until the

situation can be stabilized. Disaster management can help minimize the risks of flood disaster through early warning, provide developmental plans for recuperation from the disaster, generate communication and medical resources, and aid in rehabilitation and post disaster reconstruction.

Disaster management is the body of policy, administrative decisions and operational activities required to prepare for, mitigate, respond to, and repair the effects of natural or man-made disasters. Indeed, disaster management has to do with a full range of activities that are done in security and natural hazard events (UNDP, 2005). Also, 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 (NDMF, 2010:2). It is a multi-jurisdictional, multi-sectional, multi-disciplinary, and multi-service initiative.

Commenting on the overall role of an emergency management agency/organization, Oruonye (op.cit), opines that: The role of any disaster management authority all over the world is to regulate, coordinate, develop systems and train technical manpower for disaster management.

It is as a result of this that the federal government of Nigeria for example established National Emergency Management Agency (NEMA) under Degree 12, with the broad mandate of coordinate the management of disasters in the country. Likewise, in Russia, during the Cold War, the country had a strong emphasis on civil protection because of the threat of nuclear attack from the U.S. Nuclear fall-out shelters and evacuation procedures were emphasized because of the immediate crisis and threat of mutual destruction (Porfiriev, 1999b: 1). As Cold War hostilities dissipated, Russia began to produce legislation to revamp emergency management. This is in total realization by the Russian government realized that

effective emergency management required a structured, developed system. Russia is now integrating additional mitigation and preparedness measures into their programs, thus becoming more pro-active than reactive in their strategies (Porfiriev, *ibid*).

W.J Petak (1985) in Agagu (2010:158), within the context of the various statutes, regulations, and ordinances, emergency management can be defined as the process of developing and implementing policies that are concern with: Mitigation – Deciding what to do, where a risk to the health, safety, and welfare of society has been determine to exist; and implementing a risk reduction program; Preparedness – Developing a response plan and training first response to save lives and reduce disaster manager, including the identification of critical resources among responding agencies, both within the jurisdiction and with other jurisdiction, Response – Providing emergency aid and assistance, reducing he probability of secondary damage, and minimizing problems for recovery operations; and Recovery – Providing immediate support during the early recovery period necessary to return vital life support to minimum operation levels, and continuing to normal.

In his view, Omotoso opines that disaster management encompasses a body of policies, regulations and operational activities undertaken to deal with disasters (2010:236). He stressed that disaster management involves the classical management functions of planning, organizing, staffing, leading and controlling. According to him: Planning, in this wise, refers to the idea of out in the broad outline the things that have to be done concerning the control and prevention of disaster. It also concerns the methods to be employed for doing them in order to achieve set objectives with the greatest efficiency. Organizing has to do with the setting out of the formal structure of authority and flow of people in such a way that the task is carefully arranged, clearly defined and effectively coordinated to accomplish the goal desired.

Staffing has to do with devising an efficient and effective system through which the staff that will do the job will be recruited, trained and well taken care of to give in their best towards achieving the goals of effectively managing disaster. Directing or leading refers to the continuous task of making decisions, embodying them in specific and general instructions and setting the pace by the leadership. Controlling simply refers to ways of coordinating the activities to ensure smooth and harmonious working relationship which can guarantee efficiency and effective disaster management. (Omotoso, 2012: 136).

It is important to state that disaster management aims at motivating societies at risk to be more involved in the conscious management of risk and reduction of vulnerability in various communities. As a cross cutting issue, it demands substantial commitment from public authorities/ Civil society and a greater inter-sectorial and policy coordination at all levels.

Types of Disaster

The main types of disasters in Nigeria according to the Humanitarianlibrary (2013) are floods, drought, oil spill, bush fire and landslide. These forms of disaster will be discussed in details below for better understanding.

a. Floods

Floods are among the most devastating natural hazards in the world, claiming more lives and causing more property damage than any other natural phenomena. In Nigeria, at least 20 per cent of the population is at risk from one form of flooding or another. This includes the whole spectrum from the rich urban residents of Victoria Island, Lagos to poor farmers and fishermen in Benue and Niger trough and the coastal regions of Nigeria. An average of about 100 people is killed and millions of dollars of property is damaged by heavy rainstorm and flooding each year.

Images from weather satellites are used routinely for weather predictions. Data from remote sensing can be relayed to provide early warning of impending flood conditions. Geographic Information Systems (GIS) and remote sensing are useful for risk analysis and calculation of the various areas that are more at risk of flooding. That allows for better targeting of the people in the areas perceived to be most in danger. A flooding contingency plan can be made based on regional and weather forecasts, geographic information systems, ground stations and satellite imaging. During flooding, timely and detailed situation reports are required by authorities to locate and identify the affected areas and to implement corresponding damage mitigations.

During this period of response or relief, it is essential that information be accurate and timely in order to address emergency situations like search, rescue and relief. Space information can help to augment ground information for real-time damage assessment and extending threat to life and property. Space imagery integrated with GIS can also help in preparing flood recovery plans. Information collected on the mitigation, preparedness, response and recovery phases can be integrated into master flood prevention projects.

b. Oil Spill

Oil spill disaster is caused either by tanker break up at sea, illegal discharged and tanker clean up. Oil spill especially in Nigeria could also result from sabotage. Oil is both physically and chemically hazardous with disastrous consequences in marine environments that are exposed to both chronic and 5acute pollution. The two major applications of space technology to oil pollution are: Law enforcement surveillance of coastal and inlands waterways for violations of pollution regulation and Monitoring of accidental spills to aid cleanup operations.

The three aspects of oil-spills monitoring are:
i. Detection of oil spills ii. Estimation of thickness and volume of spills iii.

Identification of the type of crude oil or refined oil in a spill. Space derived information will be needed to detect locate and track oil spillages so that vital information can be relayed to relief workers, clean-up agencies and the local population.

c. **Drought**

Drought is one of the most terrifying natural disasters in Nigeria. It is often aggravated by human actions. Since drought affects very large areas for months, even years, it has a serious impact on regional food production, often reducing life expectancy for entire populations and economic performance of large regions. During the drought of 1972-1973, about 300,000 animals representing 13 per cent of the livestock population of north-eastern Nigeria were estimated to have died. Agricultural yields dropped to between 12 per cent and 40 per cent of the annual averages.

In the drought of year 1987, crop yields ranged between 56 per cent and 75 per cent of the 1986 totals. The consequences of environmental breakdown as a result of a prolonged drought led to massive economic losses, destruction of ecological resources food shortages and starvation for millions of people. Information that will be needed for drought disaster includes those to be used for prediction, monitoring, early warning, impact assessment and recovery. Such information which can be provided by space technology includes: Climate variability, Persistent anomalous circulation patterns in the ocean and atmosphere; Initial soil moisture; Knowledge of stored water available for domestic stock and irrigation uses; Land use types; Demographic and infrastructure around the impacted area; Intensity and aerial extent Water management and Crop management.

d. **Bush Fire**

Bush fire threat tends to be seasonal. Speed of onset may vary. It can be rapid under conditions of high temperatures and high wind, when major fire fronts advance very

quickly. Also, fragments of fire from a front may be carried forward by the wind, starting new fires further ahead. Effects of bush fire can be very destructive, especially in loss of building, timber and livestock. Recovery from effects on the environment may take several years. Wildfires occur almost everywhere in Nigeria where combustible materials are available, particularly in the dry season. Nigeria suffers enormous losses through uncontrolled wildfires.

A comprehensive study in seven states in Nigeria indicates that of the 12, 274 hectares of plantation established, 1,122 hectares was affected by fire while 1,7885.3 hectares or 14.55% was completely destroyed in 1992/93 alone. This loss amounted to over 20million Naira (over \$2 million) and the trend seems to be on the increase. The effect of this to agriculture and human settlement is unimaginable. Satellite remote sensing makes it possible to identify the fires that are hottest. This allows the fire fighters to analyse the conditions of the area and prioritise fire-fighting efforts.

e. **Landslides**

Landslides occur in areas of relatively steep topographic slopes underlain by unstable materials. Slides are often the result of high concentrations of soil moisture that lubricate the surface materials. Landslides may cause severe damage to structures and systems (building may be buried or villages swept away). Rivers may be blocked, causing flooding, crops may be affected. Sometimes, areas of crop-producing land may be lost altogether. When landslides are combined with very heavy rain and flooding, the movement of debris (e.g. remains of buildings uprooted) may cause high levels of damage and destruction. Areas that are susceptible to landslides can be identified from remotely sensed data by the hummocky appearance that is characteristic of unstable slopes. People at risk from disasters, whether natural or human in origin can take actions that save lives, reduce losses, speed response and reduce human suffering when they receive accurate warnings on time. Space

derived information can provide accurate and warning techniques as better sensors are deployed to measure key variables, employ better dynamic models and expand the understanding of the causes of disasters. Finally, any effort at managing disaster must apply prevention strategies to reduce the impacts of natural and man-made disasters. We cannot decide how many storms will strike, or how fiercely the winds will blow, or the waters will rage. But we can decide - we must decide together - the impact they will have on our lives and on the ecosystem. This requires a collective approach by all stakeholders.

History and Structure of Disaster Management Agency in Anambra State

History of disaster management in Anambra state is tied to the establishment of Anambra State Emergency Management Agency (ANSEMA) in 2005 under Governor Chris Nwabueze Ngige's administration (Handbook of Anambra State Emergency Management Agency, 2013). The foundation of this Agency was laid by National Emergency Management Agency (NEMA) establishment Decree No. 12 of 1999 which mandated all state governments to establish State Emergency Management Agency. Consequent upon that, Anambra state government established its state emergency management agency to work hand-in-glove with the state fire service department, the national emergency management agency, Disaster Response Units (DRU's) of the Military, Paramilitary and Police, Civil society organizations, International organizations (e.g. UNICEF & RUWASSA), Development partners, private sector, and relevant Ministries, Departments and Agencies (MDA's) (e.g. Ministry of Local Government and Chieftaincy Matters, Ministry of Health, Ministry of Environment, Ministry of Works etc.).

ANSEMA as an agency is established under the office of the Deputy Governor of Anambra State and has the vision of reducing to the barest minimum occurrences of

disasters in Anambra state and providing of urgent assistance to victims when disaster occurs. It has the mission of providing leadership and coordination for mobilization of resources, relief materials and personnel towards effective and efficient disaster prevention, preparedness, mitigation and response in Anambra state.

Structurally, ANSEMA is composed of policy board of directors consisting of the Deputy Governor, Commissioner for Health, Commissioner for Works, Commissioner of Education, Commissioner for Environment, traditional rulers and the CEO of ANSEMA who make the operation policies of the Agency in line with the guideline of its national counterpart NEMA; the Executive board of directors consisting of the CEO of ANSEMA and all Head of Emergency Operational Centers who sees to the implementation of operational policy within the organization; the Watch Directors who are senior staff and plays supervisory function on subordinates especially the Incident Commander; the Incident Commander who oversees site operations; the command staff (Public information officer, Liaison officer, Safety officer) who are instruments of administration of the Incident commander; the Chief of the four (4) basic sections of the Agency – Operations section, Planning section, Logistics section and

Finance/Administration section who are the administrative heads of these sections; and the General staff consisting of other staff of the above named four (4) sections who see to the day-to-day running of the Agency and carrying out of the business of the Agency.

The hierarchy of members of the General staff under the Operation Section include: Staff of the Staging Area, Staff of the Branches and Staff of the Air Ops Branch. Worthy of note is that the Staff of the Branches consists of Staff of the Divisions (which include Staff of the Air Strike Team, Task force and Single Resource) and Staff of the Groups. Under the Planning section, the

General staff are hierarchically structured thus: staff of the Resource Unit and Staff of the Demob. Unit who are coordinate in power and directly below the Chief of the Planning Section, Staff of Situation Unit and Staff of Doc. Unit (also coordinate in power), and finally, the Staff of Environmental Unit. The Logistics section consists of staff of two different but coordinate branches – Service Branch and Support Branch. The Service Branch has within its hierarchy Staff of Community Unit, Staff of Medical Unit, and Staff of Food Unit. The Support Branch on the other hand has the staff of the Finance/Administration Section has four (4) units within its structural hierarchy, with two each having coordinate rank. Thus, its General staff are members of these units. These units according to their hierarchy include Time Unit and Compensation Unit, and Procurement Unit and Cost Unit (Anambra State Ministry of Economic Planning and Budget, 2012). Below are the images of disaster incidences in Anambra State.

Function of NEMA

According to NEMA Nigeria (2013b), The Act vested the authority of managing disasters in Nigeria to NEMA and the Agency shall among the other things,

- (a) Formulate policy on all activities relating to the disaster management in Nigeria and co-ordinate the plans and programmes for efficient and effect response to disasters at national level
- (b) Monitor the state of preparedness of all organization or agencies which may contribute to disaster management in Nigeria.
- (c) Collate data from relevant agencies, so as to enhance forecasting, planning and field operation of disaster management.

- (d) Educate and inform the public on disaster prevention and control measures.
- (e) Co-ordinate and facilitate the provision of necessary resource for Search and Rescue and other forms of disaster curtailment activities in response to distress calls.
- (f) Co-ordinate the activities of all voluntary organizations engaged in emergency relief operations in any part of the Federation.
- (g) Receive financial and technical aid from international organization and nongovernmental agencies, for the purpose of disaster management in Nigeria.
- (h) Collect emergency relief supply from Local and foreign source and from International and non-Governmental Agencies.
- (i) Distribute emergency relief material to victims of natural or other disasters and assist in the rehabilitation of the victims, where necessary.
- (j) Liaise with State Emergency Management Committees, to assess and monitor, where necessary, the distribution of relief materials to disaster victims.
- (k) Process relief assistance to such countries as may be determined from time to time.
- (l) Liaise with the United Nations Disaster Reduction Organizations such other international bodies for the reduction of natural and other disasters

Theoretical Framework

To investigate the activities of NEMA and disaster management in Anambra State, the Emergency Management Theory propounded by an American expert in

Emergency Administration by name David McEntine in 2004 was adopted to provide the needed analytical anchorage for this discourse and to leverage analytical systemization in such a manner that enhances patterned explication of the subject matter. Emergency Management theory is a theory of disaster and risk management formulated in a bid to provide a pragmatic, proactive and reactive all-in-one paradigm for management of disruptive and hazardous phenomena after the terrorist attacks in United States of America.

This theory holds that disastrous emergencies are inevitable in the society and have the tendency of causing unrecoverable effects unless responsible, immediate and urgent measures are taken in the dimension of preventing, mitigating, recovering and responding to issues of these emergencies. It states that unless these measures and the strategies of executing them are put in place, the society is doomed to be marred by unrecoverable emergency situations that will threaten its existence. David was of the opinion that if the human species and society don't want to be likened to the extinct animal species, then they should evolve proactive, reactive and postemergency occurrence measures and plans that will combat disastrous emergencies and its effects head-on.

He added that the measures to be adopted should be in line with the nature of the disaster and must conform to the following fundamental principles: Preparedness, Mitigation, Response and Recovery. This is to say that measures to be taken to curtail disasters and its effects from ravaging and ruining the society should be strategically measures taken pre-disaster occurrence in readiness for any eventuality of disastrous nature; measures taken to eliminate, suppress and/or reduce the effects of an already occurred disaster; measures taken to help the victims of disaster as at the time of disaster occurrence in terms disaster rescue; and measures taken to normalize the disaster

affected area as well as disaster affected victims.

Application of the Theory

David McEntine's Emergency Management theory is analytically expedient for this research because just as the theory assumes, disasters are inherent in all human societies and has the capability of wrecking a great deal of menace to societal live. Over the years, symptoms of disasters that threaten the existence of man have been witnessed taking for instance the First and Second World War in which many lives were lost and the foundation of live in different societies across the globe was threaten.

Narrowing it down to Anambra state if disaster occurrence continues to grow asymmetrically in a geometric rate without a competent and functional management instrument and mechanisms evolved to tackle it then, the population of Anambra state is bound to face decrement continually, and probably extinction on a long run. Of course, like the theory holds, Anambra state government with the assistant of NEMA, the agency that not only studies past and present disasters but is responsible for disaster management within the state is likely able to prevent disasters.

Within the policy framework of its activity and reasoning from the McEntine's theoretical perspective, it is believed that for NEMA to function adequately on disastrous emergency management, it has to employ such disaster management plan and mechanisms as early warning and awareness generation, use of satellite technology to pick distress alerts and location data, search and rescue operations, geographic information system, mobile clinic, development of disaster response units (DRU's), collaboration with climatological and weather forecasting Agencies, employee training and capacity building, disaster advocacy, and post-disaster assessment. This is to say that in line with the opinion of McEntine, the agency has a disaster management plan that streamlines its actions

toward disaster preparedness, mitigation, response, and recovery.

Method of Data Presentation and Analysis

The study adopted qualitative descriptive analysis which enabled the researcher to search for the objective, systematic and qualitative description of the manifest content of communication. The qualitative descriptive analysis enabled the researchers to scrutinize the contents of the documents in order to understand their underlying structure, ideas, and concepts and the message they relate in this study. This method of data presentation and analysis help for easy understanding of the facts presented in the study and hence, adopting this method makes the content of the study appropriate and enabled the researchers explains reality and validate the hypotheses.

Summary of Major Findings

- (a) NEMA, through Federal Government has significantly assisted disaster victims in Anambra State by providing relief and other materials to victims in internally displaced persons camp ensuring them access to the available materials. NEMA has also helped to rescue victims of accident and fire disaster, taking them to hospitals for necessary medical attention and support.
- (b) The Decree No. 12 of 1999, which established NEMA, saddled the agency with the broad mandate to coordinate the management of disasters in the country, but the study found out that NEMA is lacking in this aspect. The agency has not adequately coordinated the activities of other related bodies in Anambra State like Nigerian Civil Defense; State Fire Service; State and Local Government emergency management bodies (ANSEMA and LEMA); the Civil Society, and other stake holder, which consequently has affected its assistance to disaster victims.
- (c) NEMA does not have an effective emergency management unit that quickly responds to disaster situations in

Anambra state, which has led to enormous damage of properties and loss of lives of Nigerian citizens. Besides, the huge number of destructions recorded as relates to disaster would not have been possible if NEMA has an effective emergency management unit that responds very rapidly to intervene in disaster situations and rescue disaster victims.

Discussions of Findings

NEMA has played significantly role to support victims of disaster through the establishment of IDP camps, donation of relief materials IDPs, establishment of operations offices, enumeration of flood affected farmers, rescue of accident victims, establishment of emergency shelter centres in flood prone areas, to mention but a few. In the aspect of assisting flood affected victims especially farmers in Anambra state, Awka to be precise. Nwankwo (2020) reports that in May 15, 2019, National Emergency Management Agency (NEMA) carried out verification and enumeration of farmers adversely affected by 2018 flood disaster in Anambra State and those captured at Local Government Areas (LGAs) include Awka North-Achalla, Oba Ofemili, Ugbene, Ugbenu; Ihiala – Ihiala; Anambra East – Mkpunando, Enugwu Otu, Ezi Aguleri Otu. Others are Anambra West – Nzam, Umueze Anam, Owelle, Ukwalla, Innoma, Olumbanasa; Orumba North – Enugwu Abor, Ajali, Ufuma. The rest are Ayamelum – Omor, Ifite Ogwari, Omasi, Anaku; and Ogbaru – Odekpe, Ochuche, Atani, Akili Ogidi. Materials donated by NEMA to the affected farmers are: 2,700 bags of rice seed 70 bags of maize seed 21,800 tubers of yam and 1,200 Agrochemical cartons). More so, NEMA working in Anambra state created 28 emergency shelter centers in flood prone areas in case of flood as disclosed by the Executive Secretary of SEMA in the state, Mr. Odenigbo as reported by Premium Times in 2018. The 28 emergency shelter centres include six in Anambra West, six in

Anambra East, four Ogbaru, three in Ihiala, three in Awka South and two in Ekwusigo. From the above discussions, the above null hypothesis which states that “NEMA has not

(SEMA and LEMA); and other\stake holder. However, the poor response to the various emergency events in Onitsha, Anambra state, especially those of the 2018 flood (Enugu

Table 1: Fire Statistics from 2005 - 2011 in Anambra Fire station

Year of occurrence	Year of Occurrence	No. of response call	No. of Rescued people	No. of people Dead
Onitsha (Main Mkt)	2005-2011	259	5	6
Onitsha (Okpoko)	2005-2011	245	0	8
Nkpor	2008-2011	20	0	0
Ekwulobia	2006-2011	193	4	5
Amawbia	2005-2011	14	1	1
Nnewi	2005-2011	51	0	0
TOTAL		782	10	20

Source: Anambra State Fire Service, 2018

Table 2: Fire Statistics from 2011- 2017 and Minor

Fire Stations	Year of Occurrence	No. of Response call	No. of Rescued people	No. of People dead
Onitsha (main mkt)	2011-2017	272	4	11
Onitsha (Okpoko)	2011-2019	276	7	54

Nkpor	2011-2017	85	1	8
Ekwulobia	2011-2017	5	0	12
TOTAL		638	12	85

Additions from 2018 to 2019

Source: Anambra Fire Service (2018); State Bureau of

Statistics (2018); Additions by Researcher from Newspaper updates.

significantly assisted disaster victims in Anambra State” will be rejected because NEMA has significantly assisted disaster victims in the State.

NEMA was established by degree No. 12 of 1999 and saddled the agency with the broad mandate to coordinate the management of disasters in the country, has not properly coordinated the activities of other agencies, thereby leading to poor rescue of disaster victims in the state. Among the related agencies whose activities are meant to be coordinated by NEMA are: the Civil Defense; State Fire Service; State and Local Government emergency management bodies

Otu, Eziagulu Otu, Mkpunando and Umundeze) and fire (Onitsha Market, Anambra State) incidents are evidences of poor coordination.

The below table shows that all the fire incidences from 2011-2017 recorded a total of eighty-three (83) deaths due to the inability of NEMA to properly coordinate the activities of related agencies that manage disaster in Anambra state. The Onitsha main market fire explosion so far recorded the highest number of deaths which if the fire explosion was properly coordinated and managed, the deaths would have been minimal if not avoided. Judging also from the statistics of fire disasters from 2005 to 2011

in comparison to 2011 to 2017, it would be seen that fire incidence in the state increased by 112.61% and that death associated with these fire disasters is positively correlated with the increase. Such an increase would be difficult to record if NEMA managed fire disasters within the period under study. Thus, it is established herein that NEMA did not properly coordinate fire disasters in Anambra State within this period under study but only played a passive role of visiting locations where fire disasters occurred.

The insincerity on the part of the government to establish an emergency service in Anambra state has resulted in the slow response of NEMA to rescue disaster victims and intervene in disaster situations. However, in Anambra state, there is an obvious absence of a functional emergency management unit. It is important to note that on Wednesday, October 16, 2019 when a petrol laden tanker rammed into buildings in an Onitsha market, spilled its contents in the neighborhood and sparked a fire that ravaged buildings, consumed goods worth millions of Naira and ended lives. Onitsha was a ball of fire for hours and no response from NEMA or the state government until properties were destroyed and lives lost (Egbas, 2020).

Table 3: Flood Disaster Statistics in Anambra State from 2011 - 2018

Year	No of People Affected	No of People Displaced	No of People in IDP Camps	Cost of Upkeep N(000,000)
2011	1,014	472	315	4.5
2012	79,485	12,870	7,884	112.6
2013	34,281	2,112	1,644	23.5
2014	2,904	544	431	6.2
2015	1,033	376	295	4.2
2016	3,117	723	492	7.0
2017	4,684	969	687	9.8
2018	64,331	9,581	6,845	97.8
TOTAL	190,849	27,647	18,593	265.6

Source: Compiled by Researcher from NDRR and NEMA Situation Reports.

Table 3.3 above, shows that thousands of people were affected by flood disaster in Anambra state and a total of 27,647 persons and 18,593 IDP Camps were displaced and set up respectively. It is pertinent to note that the delay in responding to disaster victims by flood has to the tremendous increase in displaced victims from 472 in 2011 to a total of 27,647 from 2011-2018, the period under

review. Hence, the quick response to flood cases by NEMA would have helped reduce the number of displaced victims by these floods and lower number of IDP camps.

It is crystal clear that erosion occurred within the period of 2011 and 2018 in Anambra State, and which is the responsibility of NEMA to prevent, respond and manage the disaster. The question however is not whether flood disaster occurrence was witnessed in the state within this period as it is a perennial problem of the state occurring in some flood-prone local governments such as Anambra West, Anambra East, Ayamelum, Ogbaru, Onitsha South and Onitsha North at any slightest entrance into the rainy season of the year. In cognizance of this, what the question is whether these flood disasters were being quickly responded to by NEMA of which the answer is 'No' because NEMA does not have a functional emergency management unit that quickly responds to disaster and related cases in the state.

This thus, goes to validate hypothesis that the establishment of an emergency management unit will aid NEMA to quickly respond to disaster victims.

Conclusion

This study investigated NEMA and the internally displaced persons in the South East, Nigeria. From the foregoing, we have come to realize that the Agency (NEMA) was created with the mandate to manage disaster and disaster related circumstances, likewise assist disaster victims in throughout the country. Though significantly, NEMA has tried to fulfill its mandated responsibility through providing relief materials and assistance to internally displaced persons and victims of disaster respectively but certain factors hinder its effort. Among these hindrances are; absence of emergency management unit, poor coordination to name but a few. However, for NEMA to live up to its mandate in the south-east, the Agency has to among others, ensure proper and adequate coordination between it and

other related bodies responsible for managing disaster and assisting disaster victims.

Recommendations

1. One, government at all levels should be more committed towards providing the needed avenue and platform for the existence and functioning of DM agencies. Coupled with this, there is the need for legislations that would back the activities of these agencies in discharging their duties. It is imperative at this juncture to mention that the NEMA as the leading should be empowered by the law to punish any erring SEMA and LEMA, and other stake holder who defaults in its functions as provided by the National Disaster Management Framework (NDMF). This would propel all agencies in DM in Nigeria to rise up to their duties. The federal government should review the activities of NEMA, the body mandated to manage disaster in order to protect and assist disaster victims in the Southeast. NEMA should also cooperate with appropriate agencies in the region to improve its service delivery for efficient and effective protection and assistance in accordance with article 3(2) (b) of the Kampala convention.

2. NEMA should be more proactive in its activities especially in the area's coordination, mobilization and sensitization. Since the problems that are associated with hazards and disasters cannot be solved in isolation, there is the need to partner with other private bodies and agencies like NGOs, Civil Society Organizations (CSOS), Health Management Boards, Donor

Organizations, Corporate Bodies and private individuals, in ensuring cross fertilization of ideas, funding, provision of DM training programme.

3. The establishment of a functional and well-equipped emergency management unit by

NEMA in all the states of the country to ensure the agency responds quickly to disaster situations, averting unwarranted loss of lives and destruction of properties.

1. Finally, disaster education should be mainstreamed in the curriculum of secondary schools across the country. Also, there is the need to embrace the informal sector of the society that makes the social capital in the effort of ensuring community participation in DM. This would increase awareness and equip knowledge of DM.

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