



GUIDELINE FOR RESCUE OPERATION IN HUMAN-MADE DISASTER MANAGEMENT IN NIGERIA

Abubakar Umar Gabarin

State Emergency Management Agency (SEMA) Bauchi, Nigeria

ABSTRACT

The purpose of this study is in Nigeria where the incident of communal crisis, politics, violence of extremist groups and agitation of independent state has led to the displacement of larger communities, including loss of lives and property worth billions of US dollars. The inability of local authorities (government) to manage the victims the situation effectively leads to the involvement of local NGOs in the operations. The local NGOs are also facing several challenges due to lack of Standard Operating Procedures (SOPs). The objective of this study is to develop a harmonized SOP inhuman-made disaster management. In line with this objective, literature relevant to the topic was informed by issues surrounding theories of rescue operation, stakeholders, organization, emergency management and local NGOs performance that was compared with other disaster management frameworks around the world to test the effectiveness of the existing guidelines in real life. Semi-structured interviews were conducted to collect data from 10 heads of local NGOs and FGD was held in a combine meeting with 12 different representatives of local NGOs and government agencies to seek their opinion in relation to this particular topic. Secondary data was gathered and analyzed through search document. All the findings were analyzed by using thematic content analysis and experts have revealed it

adequacy, suitability, applicability and sustainability to take care of any human-made disaster management in Nigeria.

Keywords: Rescue operation, coordination, stakeholders and human-made disaster management.

1. Introduction

Historically, silent disasters occur in Nigeria without getting the necessary attention of the authorities until recently when the incident of Boko-Haram Terrorists (BHTs) struck and displaced several hundreds of people in the North-Eastern Nigeria. That incident had poses new threats to lives and livelihood of many people that rendered communities homeless and disruption of properties on daily basic, particularly among the poorest who are the most vulnerable populations of destitution [1 &2].

Disasters of different magnitude occur across communities everywhere, especially in Nigeria. [3] stated that there is no local government in Nigeria without a peculiar hazard and some with common hazards, which at any time can trigger the occurrence of a disaster which often overwhelm the capacities of the community or communities in question. Such occurrence delays social and economic development by destroying years of effort and labor, and by so doing perpetuating poverty and underdevelopment through the destruction of infrastructure and other socioeconomic investments [4]. The developmental potential of communities in the states is increasingly being threatened by presence of hazards both natural and human induced, and the increasing vulnerabilities of the communities to these hazards is thereby making the affected states more vulnerable with gross humanitarian challenges [2 & 4].

The plight of thousands of persons who are displaced as a result of recurrent conflicts across the nation's, especially in Nigeria is worrisome and it is unfortunate that despite the large-scale of internal displacement, there is little information about the size, needs and the conditions of the Internally Displaced Persons (IDPs) in different parts of the country that have a population of over 170 Million, whom have been predisposed to a wide range of violence and terrorism[6].

2. Related works

Disaster loss is on the rise globally and result in grave consequences to the survival, dignity and livelihood of individuals, particularly the poor and the hard-earned development gains of many countries. Because of the increasing rate of disasters globally, Ban Ki Moon in November, 2015 has made a passionate appeal to global leaders that the world must come together to defeat heterogeneous disasters [23].

[20] described disaster in this context as refers to an event with two qualifying traits. First, a disaster implies a significant loss of life. Second, it normally occurs suddenly without effective warning. With this development, the need to modify the global best practices in managing the challenges posed by disasters cannot be over emphasized [8, 2 & 5].

However, Nigeria participated in the development of the Sendai Framework where over 163 countries attended from 14 to 18 March 2015 in Japan and that has presented a unique opportunity for many countries to build the resilience of nations and communities to disasters and the recent efforts by the National Emergency Management Agency (NEMA) in Nigeria to conduct a literature review of risk assessment in strategic and practical aspect of disaster Prevention, Mitigation, Response and Recovery based on strategies adopted for guidance in Sendai Framework is a clear testimony to that [2]. Therefore, it is expected that this article will provide another opportunity by building a unique guideline that will bridge the gaps of misunderstanding amongst local NGOs whenever the go out for the operations.

2.1 Rescue operation

The theory on rescue operation has been viewed differently by different scholars. But, there have been many discussions by crisis management to ensure rescue operation is meant to continue to save (someone) from a dangerous or difficult situation by whatever means necessary to ensure their timely transfer to appropriate care or familiar environment Finland & Russian (SAR,1993). However, in order to avoid colossal loss of lives [23] have suggested the most efficient and effective ways of rescue operation in either human-made or natural disaster shall be determined by the mode and levels of responses formulated by the disaster management stakeholders (State Department US, 2010) In [23].

2.2 Stakeholders Theory

Stakeholder theory is another critical aspect to demonstrate how and why the concern or interest of stakeholders affects rescue operation, especially in man-made disaster management. But [14] has defined stakeholders in organization as any individual or group who can affect or is affected by the failure or achievement of the organization's objectives. [12] has also stated that stakeholders' theory is about identifying the groups who are stakeholders in a corporation and need to be managed.

However, this study takes the point from view of stakeholders, not of the firm or the business case for corporate social responsibility, but we are concerned here with the relevant problems of stakeholder identification, prioritize stakeholders, plan engagement, Manage stakeholders, Measure performance, Continuous improvement and Continuous improvement [7 & 8]. Although [23] and [16] had all agreed that this theory is meant to take all the stakeholders into account when making decision as we concurred their ideas in the current review.

2.3 Organization theory

The essence of organizational theory in this research is to demonstrate how the behaviors of members in the organization affect rescue operation in human-made disaster management. Early management scholars such as Henri Fayol, Abraham Maslow and Fredrick Wilson Taylor have all present theories to their understanding of organizational behavior that was links to the span of control of organizational performance. These pioneers of scientific management have all advocated on how managers are using their experiences to institutionalize managerial function by planning, organizing, staffing, leading and controlling for the execution, delegation, controlling, communication and crisis management within and outside organization as the most widely accepted function of management [17]. However, the main applications of organizational theory advocated by [19].

2.4 Emergency management theory

Scholars like [19 & 20] has viewed emergency management or disaster management as the creation of plans through which communities can reduce hazards, vulnerability and risk to cope

with impacts of the disasters. They have itemized management of disasters and other emergency situations bestowed on planning assumption since the managers does not avert or eliminate the threats; instead it focuses on creating plans to decrease the effect of disasters by an attempt to analyses the root cause of disasters and at the same time, understanding those definition of terms used by emergency managers as part of theoretical methods of scrutinizing the Vulnerability Capacity Analysis (VCA) and it is possible to use these terminologies to prevent disasters from occurring according to International Federation of Red Crescent and Red Cross Society [20].

In essence, the summary of emergency management theory and equation is an in-depth interactions surrounding the cause of emergencies, knowledge about hazard and vulnerability that are associated with risk and how emergency managers are using hazard, vulnerability, capacity and risk as technical terms to develop stakeholders capacities as a mechanism for responding to emergency situation in order to reduce the level of deteriorating conditions from bad to worse that always happen if there is disasters, put into consideration that majority of the local NGOs activities revolve around this theory to build individual's and community capacity to contain the disasters. But, all this depend on familiarization about 'emergency management theory and knowledge bond into organizations to predict disaster and respond promptly.

2.5 Non-Governmental Organizations (NGOs)

Non-Governmental Organizations (NGOs) is a non-profit, voluntary, service-oriented or development-oriented organization established for the community services without or with intervention of the government. [21] & [23] found that, in many areas of their work, the NGOs long-standing programs and emergent practices at individual, community and regional level make a huge contribution to the socio-economic and other multi-settlement development programs. Local NGOs are the greatest participants' in the current research effort [2] & [22].

Certainly, for the purpose of accomplishing the objective of this study, local NGOs were used as study subjects and various laws and structures of these local NGOs was reviewed in comparison with National Emergency Management Agency (NEMA), Nigeria to check whether the similarities and differences exist in the operational coordination over the years. The local NGOs in Nigeria are operating under the instructions of NEMA and they are playing a vital role in responding to gaps in relief operations, employment support, mental health needs, and many other areas [22].

3. Methodology

Qualitative data analyses have been used throughout this study because of the nature of the topic and natural features of qualitative research that allows information to flow by increasing the understanding of phenomena to which we have studied [26]. Each interview in this study was analyzed individually, and then analyzed in comparison to the other interviews to achieve cross-case synthesis and identify patterns that existed. Collecting and converging data from multiple sources ensured triangulation and consistency of the conclusions [23]. The data was organized using a hierarchy of frequently identified words to form codes, and common phrases and word groupings to be identified and evolved as themes.

This section further introduced the analysis type used in this paper as guided by the objectives of the paper. Answers to the questions were obtained through interviews, focus group discussion and experts' opinion in a narrative form personally administered by the researcher to the 10 heads of local NGOs, 12 different representatives of local NGOs, 1 agencies and 1 INGOs as respondents in this study. It is of great importance to point out that the researcher did not deviate from the concept of the issue being studied on the ethical norms of the analysis [14]. This made the objectivity of the study to be connected with the reality as explained in the analysis of findings.

4. Analysis of findings

The hallmark of any study is the achievement of the outlined objectives and the objective of this study is to develop a harmonized operational procedure from start to finish that can be acceptable by all the stakeholders in the event of human-made disaster management. Although Findings from literatures has shown that the acceptance of a recommendation by the FGN led to the establishment of NEMA in Nigeria in March 1999 by Act No. 12 as amended by Act No. 50 of 1999 is to take any proactive measures in Nigeria towards Disaster Risk Reduction (DRR) as introduced by the United Nations is a milestone in the country [2].

During interviews and FGD, participant were then asked to comment on the issue of existing relationship between the local NGOs, INGOs and agencies during operation. In their responses, majority of the participants' (85%) have described the relationship as cordial. Only (40%) among the participants have also mentioned that there is frequent conflict on role,

alongside others (40%) participants who described individuals' organizational perceptions as root cause of the conflict due to overleaping schedule. About (32%) others have also described different laws and in some quarters, inflexible law was preventing them from participating in joint assessment. Others (30%) have mentioned that, lack of Intra/inter sectoral plans and others have complained that high assistance collected from donors ahead was described by (20%) others as the cause of bitter relationship. Detail about relationship between local NGOs, INGOs and agencies during disaster operation are shown in Table 4.1

Table 4.1 The relationship amongst stakeholders in managing the human-made disaster in Nigeria

Theme 1	Sub-themes	P1	P2	P3	P4	P5	P6	P7	P8	P9	P 10	P 11	P 12
Relationship between local NGOs, INGOs and agencies during rescue operation in Nigeria	Cordial relations	√	√	√			√	√		√	√	√	√
	Conflict on roles			√			√		√			√	
	Overleaping schedule		√		√	√		√			√		
	Inconsistency in govt policy	√		√			√			√			√
	Org. perceptions			√			√				√		√
	Different laws	√						√	√				
	Stringent laws	√								√			√
	Joint assessment			√							√		
	Intra/inter sectoral plans					√						√	
	Assistance from donors					√				√			

Below are some of the participants quotes regarding relationship between local NGOs, INGOs and agencies during rescue operation in Nigeria:

P7 stated that: *“The relationship is cordial, and I think there is no frosty relationship between NGOs, only the fact that some NGOs create artificial dichotomies to claim superpower by power blocks”(IQ10/1).*

“we maintain good working relationship with other NGOs as important aspect for ensuring successful mitigation, preparation, response and recovery when faced with disasters”. But sometimes we are fighting each other because of conflicts on roles or overleaping schedule. He was supported by five other participants... (P7, IQ10/2).

The analysis of this findings is indicating that all of the organizations can agree to work together as a team under one roof and their approaches to emergency situation may deeper while serving the same mission – “service to humanity” yet there may be room for improvement.

On the issue of operational challenges, all of the participants (100%) have stated that lack of strategic plans is the biggest challenge faced by the local NGOs. Followed by lack of coordination and written guideline as stated by (89%). While (72%) others have described inadequate funding as well as inconsistency in government policy (72%) is a daily challenge that is affecting the NGOs. (57%) others have complained about man-power development and (57%) mentioned that lack of Data Tracking Matrix (DTM) of IDPs, security at, and around the scene was described by (46%) as faulty. Safety of the operators (38%), traditional method of approach (30%), lack of contingency plans (22%), in adequate capacity building trainings (18%) and (18%) inexperience as regular challenges, especially among NGOs who hold majority in term of participation. The Participants’ response about operational challenges faced by the local NGOs is shown in Table 4. 2

Table 4.2: Operational challenges faced in managing
the human-made disaster in Nigeria

Theme 9	Sub-themes	P1	P2	P3	P4	P5	P6	P7	P8	P9	P10
Operational challenges faced in human-made disaster in Nigeria	Lack of strategic plans	√	√	√	√	√	√	√	√	√	√
	Lack of coordination		√	√	√	√	√	√	√	√	√
	Unwritten guideline	√	√	√	√	√	√		√	√	√
	Inadequate funding	√	√	√		√		√		√	√
	Inconsistency in government policy	√	√		√	√	√		√	√	
	Lack of Man-power development		√	√		√	√	√		√	
	Lack of Data tracking metric for IDPs	√		√	√		√		√		√
	Security at, and around the scene			√	√		√			√	√
	Safety of the operators		√			√		√		√	
	Implementation priority		√				√				√
	Traditional method of approach		√						√	√	
	Lack of contingency plans	√				√					
	Inexperience community, sensitization and awareness		√		√			√	√		

As indicated in Table 4.2 participants were quoted saying that lack of strategic plans such as setting of target plans, development of policy, setting objectives/priorities, provision of support and plan ahead are among other things as real and major challenges faced by local NGOs in managing the victims of human-made disaster operation. This observation was made by P1 who rose up his hand to answer the question posed by the researcher. However, this answer

acquired the support of all the participants 100% as contained in narrative statement of the participant presented below:

...“I want to tell you that our biggest problem is lack of strategic plans such development of policies, setting of objectives/priorities, provision of support and plan ahead and he is supported by the majority of the participants”.... (P4, IQ9/6).

...“There was a saying that “stewards are the rocks of organizations”. Therefore, we must value other NGOs rules, process and efforts as a stewardship of strengthen coordination and by so doing, we will bridge the gaps that exist due to lack of specific guideline, and I can assure you we most to try to be diplomat were all kind, social, giving and typically to build deep”... (P9, IQ9/4).

...“look my friend there is no unique framework or guideline for all the NGOs, everyone is just playing to his gallery, so how can you expect a coordinated response among NGOs, so please try to build one for us, thank you”.... (P4, IQ9/4).

In view of the aforementioned problems amongst stakeholders that are responsible for managing the disasters in Nigeria, this study intends to build a harmonized SOP based on result from interviews and FGD upon agreement by all the stakeholders to build SOP that is unique which contained all the operational processes from start to finish. The discussion on findings from interviews and FGD is presented below.

4.1 Discussions

Discussions on these findings began with objective of the study as some extractions were made from related works to design the new SOP in human-made disaster management that will serve as data base, roadmap and basic guideline amongst the local NGOs and government agencies that are interested in this work while responsible for rescuing victims of any human-made disaster managements.

The theories discussed in this research are concepts of stakeholders, organizations to human-made disaster management. The concept of stakeholder was discussed in connection to stakeholder theory by freeman,[15] explained how individual perception in each organization affect the general progress of the organization. Thorough review was also conducted on Henry

Fayol in Ricky, [17] theory of organization that explained how the behaviors of members in the organizations affect their performances. In addition, theory of emergency management was discussed from the perspectives of [22] & [19]

However, this study intends to build a harmonized guideline for rescue operation in the event of human-made disaster management base on available information extracted from related works, data collection and the analysis of findings that were inclined on the ideas for rescue operation as objective of this paper particularly to the local NGOs in Nigeria. The new SOP developed will fill in the operational gaps that is missing within the local NGOs framework as well in some government agencies in Nigeria and it was designed according to clear-cut standard where a set of procedures has been provided right from start of the operation on receiving information about disaster alarm to next level of actions up to the end of the operation as part of the solution to operational challenges faced by stakeholders in term of rescue operation in the event of human-made disaster as presented in Figure 4.3

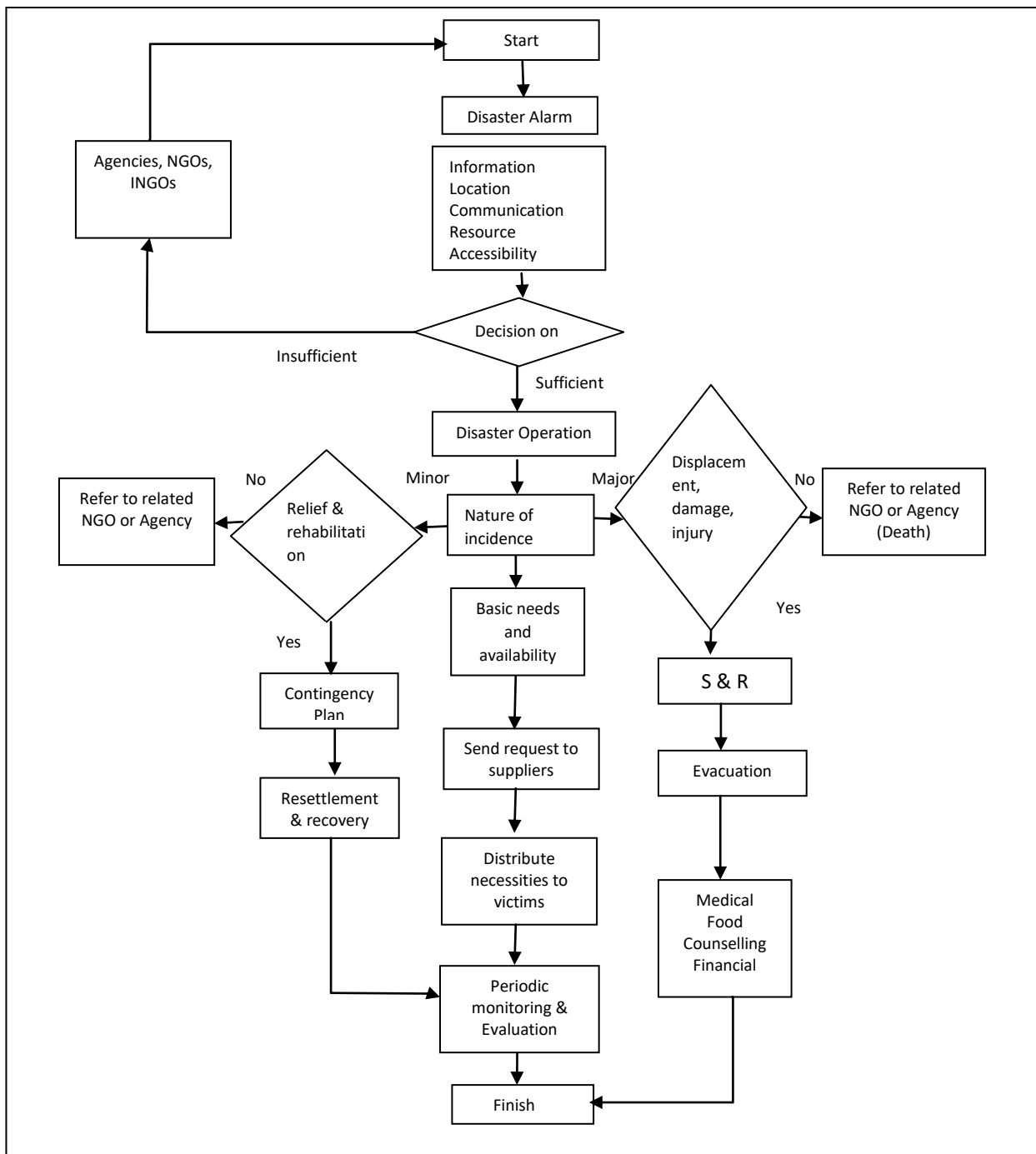


Table 4.1 Action plan for local NGOs operation in Human-made disaster management

S/ N	Activity	Organizations	Action plan	Authority
1	Disaster alarm	NEMA; SEMA, NGOs Security, Communities, and Media.	Information of the disaster; location of the incident, communication by text, email, radio, alert system, landline, cell phone or paper documents to find out what is happening and what is most needed, resources like money and equipment that can help to deal with difficult situations, accessibility: such as ability to move or travel around easily, including security at the scene.	DG. NEMA; NIMEC, PS. SEMA, Heads of NGOs, Television & Radio, Police, Army, Traditional rulers in the affected areas, and Community leaders.
2	Resource mobilization	NEMA; SEMA, NGOs INGOs, Donors and Stakeholders.	Personnel such as staff who will carry out the function; telecommunication such mobile phone, Radio, and television, inform other NGOs who will lend a helping hand, logistic such as additional funding, feeding of staff and fueling vehicles and fund for logistics and purchase of basic needs.	DG/NEMA; NEMA zonal offices, NEMA area offices, PS/SEMA, All heads of NGOs, UNICEF chief, UNHCR chief, Communities, Individual donors, and Committees.
3	Location assessment	SEMA; NEMA, NGOs, Securities, and Community	Nature of the incident; such as terrorism attacks, flood, fire, road accident, Terrain of the land when you refer to it rough, flat, difficult and mountainous, Security around the scene, Facilities available in the area that could help in smooth conduct of operation	Director of Search & Rescue NEMA, Director S&R SEMAs, Police, Army, Representatives of NGOs, and Community delegates.
4	Vulnerability assessment	NEMA; SEMA, NGOs, MDAs, Community and Neighbors.	Damage to people and property; Injury: how many people injured, Death; number of people lost their lives, No casualties or severe damage of property and referral of the affected victims to hospital for further treatment	Director SAR NEMA; Director SAR SEMA, DRR head Red Cross, JNI, CAN representatives, Police, Army and Online watchers.
5	Search and rescue operation	NGOs; NEMA, SEMA Army, police, INGOs, Community.	Rapid response team; S & R team and volunteers, Cordon the affected area to avoid hoodlums or thieves, Search for survivors by search and rescue team. Evacuation of victims to safety	Director S&R NEMA; Director SEMAs, and Ministry of Health. Red Cross; Aid Group, Ministry of Health, JNI Field officer, Police, Army, Neighbors and

			grounds, Medication of victims, Guiding and counselling.	Families.
6	Resource base	NEMA; SEMA, MDAs, NGOs, INGOs, Donors, Suppliers, Communities Neighborhoods and Committees.	Shelter: provision of temporary shelter to the victims; medicine such as essential drugs, food: supply of food and non-food items including nutrition supplement, communication systems that is effective during response and receiving feedback, logistic systems :practical plan for successful implementation of the programs, relief workers: availability of personnel who will render the services, clearing equipment: such as sanitary equipment, and temporary learning space for children education to continue.	DG/NEMA; PS/SEMA, All NGOs, MDAs, Communities, MOU/Suppliers, UNICEF chief, UNHCR chief, Committees and Neighbors.
7	Relief and rehabilitation	NEMA; SEMA, MDAs, NGOs, INGOs, Donors and Suppliers.	Active distribution systems: i.e. adequate measures taken for ensuring timely distribution of relief materials; Provision of relief materials by stockpiling relief items, camp setting: i.e. if there is established camp management and leadership, request for more assistance from others, develop a warning system; i.e. cluster monitoring of the situation by placing signboards and notice board.	Dir. R&R; NEMA, Director R&R SEMAs, UNICEF chief, UNHCR chief, NGOs representatives, crisis response team/committees, and Communities.
8	Resettlement and recovery programs	NEMA; SEMA, NGOs, INGOs and Communities,	Tracing family link by unification of missing children and adults back to their families, shelter development: provision of permanent shelter for those who opted to remain with the host community, guiding and counseling for trauma victims Skill acquisition program: e.g. loans and personal assistance to victims for self-reliance, and enrolment of children back into regular school.	DRR NEMA; DPRS SEMAs, UNICEF heads of emergencies, All NGOs, Communities, ministries of education, Commerce, housing, health, water, environment, and works.

9	Periodic monitoring and evaluation	NEMA; SEMAs, NGOs, INGOs and Stakeholders.	Review meetings; to abreast selves on lessons learnt, EPRP, new development plans, challenges, dissemination of information and communication on way forward and experience sharing, updating contingency plans: such as monitoring EWS, sensitizations, advocacy and building community resilience, report written: All the operational report, finished and on-going should be in written and kept properly for future scrutiny.	DPRS NEMA; DPRS SEMAs, UNICEF PME specialist, all heads of NGOs, Ministry of Planning, Monitoring and Budget, And Policy makers.
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Further explanation on how to use the SOP developed in Figure 4.1 in real as step-by-step guide for ensuring effective and easy process of responding to any disaster, especially in the event of human-made disaster management. Figure 4.1 has a starting point that show immediately you got information about disaster alarm, you will first of all try to locate the disaster site before communicating with other local NGOs to mobilize the resources needed for the operation, follow by inquiry about the accessibilities of the area.

Discussion on the issue of decision making on whether to participate or not as mentioned in the chart is largely depend on the availability of the resources at their disposal, that is to say if they have sufficient resources they can participate and if they don't have sufficient resources, they can refer to other local NGOs/agencies for possible assistance. Next is the disaster operation base on the nature of the incident, if it is minor incident, the local NGOs can go ahead to provide relief materials and rehabilitation by making use of their contingency plan to settle down everything as regard to early recovery. Example: those who are wishing to go back to their former abode, they can be assisted to go back and those who opted to remain with their host communities, they too can be assisted to resettle and recover from the shock sustained.

In case of death, it is expected that the body will be taken to mortuary for autopsy. Therefore, taken corses to mortuary or arrangement for burial is not a sole responsibility of local NGOs but government MDAs who have the authority to do so and later to evaluate the event. At this level, more humanitarian assistance is needed to support the families of the decease and if it is beyond the capacity of the local NGOs, they can also refer to relevant local NGOs/agencies.

Furthermore, the nature of the incident sometimes dictates what need to be done, and it is possible that one local NGO does not have the availability of what is required in totality therefore it is advisable for local NGOs if they can put a request to the suppliers so as to ensure immediately distribution to the victims and finally, constant monitoring and evaluation to check what is working well and what need to be improve in the system is important so as to sustain the rescue operation.

In addition to that, the essence of designing a new Action Plan (AP) is to create better understanding amongst stakeholders to know who hold the authority whenever the actual disaster happens as indicated in Table 4.4

5. Summary and conclusion

The summary of this paper revolved around stakeholders that are participating in the management of victims of human-made disaster management without basic guideline, especially in Nigeria where the incident of human-made disasters are more prevalent and weak commitment and lack of coordination among intervening stakeholders as well as poor implementation of humanitarian laws has hindered many successes recorded. The review of stakeholders, organization, emergency management and non-governmental organizations theories was performed to make assessment on how effective the existing guidelines serves when the actual disaster happens.

In conclusion, this study takes into account of other local factors over general principles to develop a reliable SOP for rescue operation in the event of human-made disaster management in such a way that it does not affect the law and structures of other organizations wishing to adopt it. In this regard, the study has generally incorporated local factors under a relatively unified framework before realizing the possibility of proposing a new SOP for rescue operation in human-made disaster management. An example of harmonization was drawn from the European Union and the use of the directives in European Union as bilateral agreement in aid of trading; security and adaption of European funds while every member country is entitled to maintain local currency within it country. Another most prominent example of harmonization of SOP in international laws is United Nations Commission on International Trade Law (UNCITRAL, 2015).

6. Recommendations

Having studied and analyses the general approaches to the human-made disaster management. The first recommendations be made to the local NGOs as they one who hold majority in number that are participating actively in the event of human-made and natural disasters responses. Therefore, the general advice to them on how to use the proposed SOP developed wisely as a platform for responding to disaster operation accordingly shall include using the SOP as checklist and data-bank for knowledge about operational guideline that will help to guide them or direct in the discharge of their primary assignment. Also, the government agencies and other relevant stakeholders can also be advice to use the proposed SOP as roadmap for past tracking on who hold the authority during actual disaster incident and to know exact jurisdiction and how to share responsibilities among the actors that are participating in the field of human-made disaster management. Further recommendation should go to academia who have interest to use the SOP develop to educate the children on haw to report disaster incident to the relevant authorities. The vulnerable groups among the victims may also use the SOP develop as checklist to acquire knowledge on how to participate in the event of human-made disaster management.

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