



## Challenges of Emergency Management in Nigeria: A Case Study of Federal Capital Territory (FCT) (FEMA)

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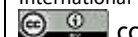
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### Abstract

The study examined the challenges of emergency management and response in Nigeria; a case study of FCT Emergency Management Agency (FEMA), FCT Nigeria. The study assesses the nature and trend of disasters and emergency situations prevalent in the Federal Capital Territory (FCT), the effectiveness of FEMA's response to emergency situations in the FCT, and highlights the challenges of the Federal Environmental Management Agency of FCT. Both primary and secondary methods of data collection were used. Descriptive statistics were used to analyze the data. The findings of the study revealed that road crashes and flooding are the highest emergency situations recorded in the area. The trend shows that in 2014, 40 emergency situations were recorded, 26 in 2016, and 49 the highest in 2019. In terms of the effectiveness of FEMA's response to emergencies, the study findings revealed that from 2014 to 2019, 215 emergency situations were recorded, 740 lives were saved as a result of FEMA's response time of 3 to 15 minutes. The study also revealed that FCT FEMA synergies with other emergency stakeholders in emergency management and response. Training of staffs was periodically carried out to improve productivity and level of alertness of the staff. Some of the humanitarian services of FCT FEMA include the distribution of relief materials and school enrolment for internally displaced persons (IDPs). These notwithstanding, the activities of the agency have been constrained by inadequate funding, poor logistics, wrong address from callers, lack of proper maintenance of infrastructure and equipment, improper vulnerability assessment, and inadequate and ineffective legal and regulatory framework. Based on the findings, the study recommends adequate funding, use of other means of transportation, public enlightenment, and increase synergies among emergency management stakeholders.

**Keywords:** Challenges; Disaster; Emergency; Management; and response.

## 1. Introduction

An emergency is an unplanned event that poses immediate risk to health, life, property or environment (Aliyu, 2015). As Ndace (2008) rightly pointed out, "as long as man lives there will surely be one form of disaster or the other". The basic issue in emergency management or disaster management is that it requires adequate preparation before the occurrence of disaster incident (Onuoha, 2012). Emergency include such occurrences as fire, transportation accident, flood, earthquake, or other soil or geologic movements, as well as such occurrences as riot, accident such as industrial or car accident, fire outbreak, or sabotage (UNEP, 2010). An emergency procedure involves many essential components and providers involved in rescue operations. The coordination between components and providers directly influence the services provided in an emergency response.

Donahue and Joyce (2001), defined emergency management as a complex policy subsystem that involves an intergovernmental, multi-phased effort to mitigate, prepare for, respond to, and recover from disasters. In Nigeria, the concern of government has been in developing the personnel and infrastructure needed to effectively manage emergency. This has involved strengthening the capacity of the National Emergency Management Agency (NEMA) and properly equipping it to deal with national emergency situations. Therefore, it is vital for agencies like National Emergency Management Agency (NEMA), State Emergency Management Agency (SEMA's) and Local Emergency Management Agency (LEMA's), at the Federal, State and Local level, whose primary objectives are to coordinate other relevant stake-holders to wake up to their responsibility. Coordinating as a management function involves the pulling together of an organization's physical and human resources towards the attainment of organizational goals (Olaoye, 2004).

Contingency planning in meeting the exigencies of disaster provided the basis of government policy regarding emergency management in Nigeria. Although no abstract plans are ever likely to match specific circumstances that suddenly bring about disasters, such plans provide important starting points in disaster management. Organs

established with functions to manage emergencies in Nigeria goes beyond fire-fighting to the provision of services during emergency. However, when disaster response became a security issue, they are taken over as executive functions at the state and federal level in the form of ad hoc arrangements. Aliyu (2015), opines that the situation subsisted until 1972/1973 when the country experienced a devastating drought. The drought had negative socioeconomic consequences and cost the Nigerian nation the loss of many lives and properties. The development led to the establishment of the National Emergency Relief Agency (NERA) in 1976. National Emergency Relief Agency (NERA) was charged with the responsibility of collecting and distributing relief materials to disaster victims. Due to the limited scope of the agency, the government in 1993 decided to expand its activities to include all areas of disasters. This was backed up with decree 199 of 1993, which raised the status of the agency to an independent body under the presidency as a unit in the office of the Secretary to Government of the Federation. National Emergency Relief Agency (NERA) later became National Emergency Management Agency (NEMA) in 1999 by Act 12 of the National Assembly, and charged with the responsibility of managing disasters in all its ramifications. National Emergency Management Agency (NEMA) was to establish a new vision to build a culture of preparedness, prevention; response and community resilience to disaster in Nigeria.

In fulfilling its mandate, National Emergency Management Agency (NEMA) developed several plans and guidelines, some of which are the National Disaster Response Plan, the Search and Rescue/Epidemic Evacuation Plan, the National Nuclear and Radiological Plan, the Early Warning System on Epidemics etc. Over the years National Emergency Management Agency (NEMA) has encountered challenges and learnt lessons in the implementation of these plans. This necessitated the development of the National Disaster Management Framework (NDMF) to correct implementation gaps and increase efficiency and effectiveness of disaster management in Nigeria. National Emergency Management Agency's (NEMA) mission is basically to coordinate resources towards efficient and effective disaster prevention, preparedness, mitigation and responses in the country (Godwin and Paul, 2018). Aliyu (2015), observed that throughout history, public policy makers have sought to anticipate the unexpected in order to reduce the risk to human life and safety posed by intermittently occurring natural and man-made hazardous events. Indeed, the government should take the lead in the management of emergency by establishing institutions and agencies that would be saddled with responsibilities of mitigating, preparing for, responding to and recovery from disaster occurrences. Most developed countries have a number of emergency services operating within them, whose purpose it is to aid in dealing with emergency. They are often government operated, paid for from tax revenues as a public service, but in some cases, this services may be contracted out to private companies so that they respond to emergency in return for payment. Emergency services may also be carried out by voluntary agencies, which provide the assistance from funds raised from donations (Godwin and Paul, 2018). Government agencies play a critical role during times of disaster both man-made and natural. Each country has the sovereign responsibility to protect its people, infrastructure and economic and social assets from disasters (Ernest, 2017). The government has the responsibilities to ensure the safety and welfare of its citizens, their livelihoods and natural resources.

As part of efforts to tackle emergency situations in the Federal Capital Territory (FCT), Nigeria, the former Federal Capital Territory Minister, Senator Bala Mohammed approved the establishment of the FCT Emergency Management Agency (FEMA) in 2013 (The Nation November, 2013). Accordingly, the new agency was created to effectively and efficiently respond to all emergency challenges in and around the 8,000 square kilometre of the Federal Capital Territory. In line with National Emergency Management Agency (NEMA) Act that stipulates the establishment of similar agencies in the 36 states of the federation and the Federal Capital Territory (FCT). Nigeria has witnessed a lot of disasters such as flooding, fire outbreak in Lagos market, Dana plane crash in Lagos, earth tremor in Abuja, most especially terrorist attacks. The FCT Emergency Management Agency, which was created in 2013, is a baby agency in emergency management, compared to Lagos State Emergency Management Agency (LASEMA). The FCT Emergency Management Agency (FEMA) has responded to several emergencies within the Federal Capital Territory (FCT), the most recent is the high court finance director, who was drowned in Galadimawa flooding, the Nigerian Air Force (NAF) pilot who crashed during the Independence Day rehearsal. These disasters created emergency situations and exposed lapses in the manner and ways in which they were handled. And of course, efficient handling of these emergencies can reduce casualty figures and also ensure a higher survival rate. Although National Emergency Management Agency's (NEMA) impact is strictly limited, some other government agencies like the Nigerian Security and Civil Defense Corps, Federal and State Fire Service and the engineering units of the Nigerian Armed Forces, among a few others seem to have gone to sleep and are often found wanting whenever the need for their rescue/disaster management services are needed by citizens. At the state level, there is almost total absence of functional disaster management infrastructure at the state and local council level. The problem of disaster management and response initiative in the country is worrisome at the local government level. Alexander (2008), observed that, the impact of 774 LGAs are hardly ever felt in disaster management due primarily to undemocratic tendencies of state governors that are yet to respect section 7 of the 1999 constitution which involves ensuring that democratic structures are institutionalized at the grass root level Onwabiko (2012). In the U.S alone, there are over 180 schools with emergency management related programmes (Schneid and Collins, 2000). Beside this, there are other short time training programmes. Majority of the people at emergency sites/scenes only go there to catch a glimpse of the event and even in some cases, they go there to loot and take advantage of the helpless victims (Moses, 2018). Many times, emergency managers, and other rescue workers have been at the receiving ends of hostilities at emergency scenes especially in the face of poor performance and inefficiency in service-delivery, even when these inefficiencies are apparently unavoidable due to inadequate man-power, skills and materials. The Dana plane crash of June 3rd, 2012 is a very recent example. This perhaps is a reflection of the general decay in

societal values. Also, such attitudes reflect the degree of ignorance of emergency mitigation and response on the part of Nigerians. Due to extreme cultural beliefs and primordial sentiments, disaster occurrences are perceived as “the wrath of the gods” especially in the face of a perceived forceful and unjust possession of lands, corruption, injustice, sacrilege, and taboo. This is unlike the case in advanced countries like the United States and other developed countries where emergency response is often and adequately done by the concerted efforts of the people who are resident at such emergency locations even before the arrival of emergency authorities/agencies (National Emergency Management Agency (NEMA), 2013).

Although there has been a paradigm shift from a government-centred approach to decentralized community participation in many countries, Nigeria is yet to attain this in her emergency response and management. The country has only been able to take the first tentative steps towards building a commitment to a robust emergency management by licensing six federal universities to undertake postgraduate courses in disaster management. These include Ahmadu Bello University, Zaria; Federal University of Technology, Minna; and the University of Nigeria, Nsukka. Others are Universities of Ibadan, University of Port Harcourt and University of Maiduguri (Musa and Adebimpe, 2012). However, they are yet to find their footings and at best, are at the early stages of their programmes.

The global incidence of disaster has appeared to be on a steady rise. Available records indicate that within the period of 1990-2000, the world lost US\$235 billion and 425,000 lives to disasters (Niekerk, 2005). Again, between 1994 and 2003 the world witnessed a total of 3,561 major disasters, ranging from ecological and industrial cataclysms to health epidemics (Ndace, 2008). The regional breakdown of this figure suggests that Asia recorded the highest incidence of 1,309 events (36.75%), followed by Africa with 814 (22.9%) and America with 637 (17.9%) events (Adebimpe, 2011). Disaster has occurred in many state in Nigeria in recent times. This has resulted in the loss of life of many people, stampeded political, economic and social activities in the nation. Figures pertaining to disaster-related fatalities have been staggering. In 2002 alone, 2,000 persons were estimated to have died as a result of disaster in Nigeria (Aliyu, 2015). Again in 2003, 4,013 were killed in various forms of disasters in Nigeria (Aliyu, 2015). In addition, scores of people have been killed in aviation and road traffic incidents in Nigeria over the years. Over 10,000 persons have been killed in such incidents (Adebimpe, 2011; Moses and Chukwuma, 2018). The 2012 flood disaster in Nigeria killed 363 persons, based on available records (National Emergency Management Agency (NEMA), 2013). Over all, the average of 500 to 600 people were killed by disasters in Nigeria in recent years (UNEP, 2010). Between 1980 and 2010, it was estimated that Nigeria has lost a total of 21,002 people to disaster (UNEP, 2010). This therefore became a challenge to the government and the public. This is because of the heavy burden it imposes on the government in terms of human and financial resource and the emotional and psychological pains it caused the victims. The increasing incidence of emergency in the federal capital territory is gradually overwhelming the agency and as such, there is need to examine the challenges of emergency management and response in the federal capital territory.

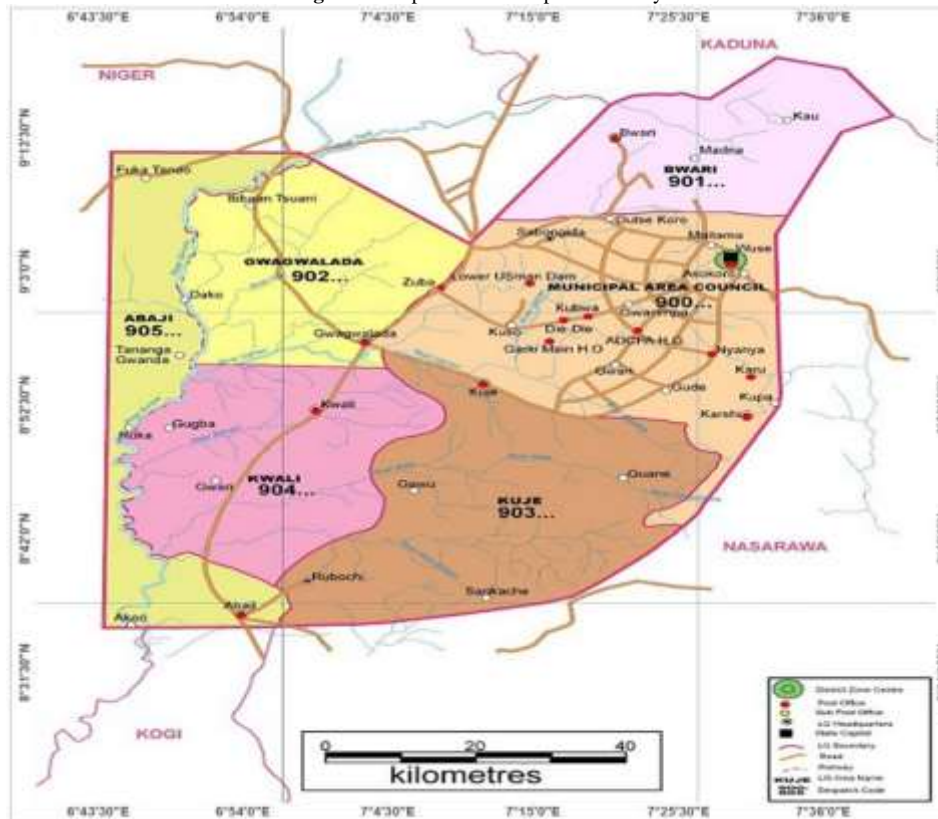
## 2. Description of the Study Area

Geographically, the Federal Capital Territory (FCT) lies between latitude 8° 25' and 9° 20' North of the equator and longitude 6° 45' and 7° 39' East of the Greenwich meridian. It covers a land area of about 8,000 square kilometres. The creation of the Federal Capital Territory (FCT) dates back to February, 1976 with the promulgation of decree No.6 entitled ‘Federal Capital Territory 1976. From then on, the area measuring 8,000 square kilometres was carved out from three existing states (Niger, Plateau and Kogi) of the federation. The Territory was then divided into nine development areas namely: Abaji, Bwari, Yaba, Kwali, Kuje, Rubochi, Karshi, Abuja Municipal and Gwagwalada. In 1987, the nine development areas were reconstituted into six (6) local governments namely; Abaji, Gwagwalada, Kuje, Kwali, Bwari, and the Municipal. The unofficial metropolitan population of Abuja is well over 3,000,000, but the population as at 2012 is 2,245,000 making it the fourth largest urban area in Nigeria after Lagos, Kano and Ibadan (Federal Capital Development Authority (FCDA), 2018).

The FCT experiences three weather conditions annually. This includes a warm, humid rainy season and an extremely hot dry season. In between these seasons, there is a short period of harmattan. The rainy season begins from April and ends in October, when day time temperatures reach 28°C -30°C and night time lows range around 22°C - 23°C. Rainfall in the FCT reflects the territory's location on the wind ward side of the Jos Plateau and the zone of rising air masses. The annual total rainfall is in the region is about 1100mm<sup>3</sup> to 1600mm (Federal Capital Development Authority (FCDA), 2018).

The Federal Capital Territory falls within the Savannah zone vegetation of the West African sub region. Patches of rainforest, however, occur in the Gwagwalada plains, especially in the gullied terrain to the south and the rugged south-eastern parts of the territory. These areas of the FCT form one of the surviving occurrences of mature forest vegetation in Nigeria. The dominant vegetation of the Territory is, however, classified into three savannah types; park or grassy savannah, savannah woodland and shrub savannah (Federal Capital Development Authority (FCDA), 2018).

Figure-1. Map of Federal Capital Territory



Source: FCDA

The federal capital territory (FCT) is almost predominantly underlain by high grade metamorphic and igneous rocks of pre-cambrian age. Generally trending NNESSW, these rocks consist of gneiss, migmatites and granites. A schist belt outcrops along the eastern margin of the area. The belt broadens southwards and attains a maximum development to the south eastern sector of the area where the topography is rugged and their life is high. In general, the rocks are highly sheared (Kogbe, 2008).

The lowest elevation in the Federal Capital territory is found in the extreme South West where the flood plain of the river Guraja is at an elevation of about 70m above sea level. Hills occur either as clusters or form long ranges. The most prominent of these include the Gawa range in the north east, the Gurfata range Southwest of Suleja, the Bwari Aso range in the northeast, the Idon Kasa range northwest of Kuje and the Wuna range north of Gwagwalada. In between the major hills are extensive plains, the most important of which are the Gwagwa plains, the Iku Gurara plains, the Robo plains and the Rubochi plains. Indeed, about 52% of the Federal Capital Territory consists of plains. Out of these plains, the Gwagwa plain was selected for the building of the Federal Capital Territory (FCT) (Federal Capital Development Authority (FCDA), 2018). The rural dwellers in the federal capital territory are predominantly farmers who cultivate yam, millet, maize, sorghum, and beans. Mineral resources include clay, tin, feldspar, gold, iron ore, lead, marble, and talc.

### 3. Materials and Methods

Data was generated through primary and secondary method. The primary data sources include use of questionnaire, personal observation and participation. The secondary data sources include emergency data from FCT Emergency Management Agency (FEMA). The secondary data required include numbers of emergency incidences, number of fatality recorded, causes, types and distribution of emergency incidences in the FCT. The populations of the study consist of the entire staff of FCT Emergency Management Agency (FEMA) which is one hundred and forty (140). This include staff in the administrative department, the department of Forecasting Response and Mitigation (FRM), Relief and Rehabilitation (R & R), Fire Service, monitoring and special duties and information technology. The data was collated and analysed using the Statistic Package for Social Science (SPSS) and Microsoft excel. Results were presented using frequency table and simple percentage, graphs.

## 4. Result of the Findings

### 4.1. Socioeconomic Characteristics of the Respondents

Socio-economics characteristics is an economic measure of a person's economic and social position relative to age, sex, marital status, educational background among others. These as relates to the respondents are presented below.

**Table-1.** Socioeconomic characteristics of the respondent

Age	Frequency	Percentage (%)
18-30	37	27.4%
31-43	61	45.2%
44-56	30	22.2%
57 and above	7	5.2%
<b>Total</b>	<b>135</b>	<b>100.0%</b>
Gender	Frequency	Percentage (%)
Male	76	56.3
Female	59	43.7
Total	135	100.0 %
Marital status	Frequency	Percentage (%)
Single	36	23.69%
Married	84	63.08%
Divorced	5	5.54%
Widowed	8	6.15%
Separated	2	1.54%
<b>Total</b>	<b>135</b>	<b>100 %</b>
Educational qualification	Frequency	Percentage (%)
SSCE	38	28.1
Tertiary	97	71.9
<b>Total</b>	<b>135</b>	<b>100 %</b>

Source: Field survey, 2021

From [Table 1](#), it can be seen that the age of the respondent between 18 - 30 years are 27%, age 31-30 years are 45.2%, age 44 – 56years are 22.2%, age 57years and above are 5.2%. [Table 1](#) further reveals that majority (56.3 %) of the staffs are male, while females constituted 43.7%. This shows that the FCT Emergency Management Agency (FEMA) has more male than female staff. Furthermore, 63.08% of the respondents are married, while 23.69% are single, 5.54% of the respondent are divorced, 6.15% widowed and 1.54% separated. The results in [Table 1](#) reveals that 71.9% of the staff had attained tertiary education (ND, HND, Degree, Masters and PhD), while the remaining 28.1% had only secondary school certificate. This implies that the literacy level of the staff is high.

**Table-2.** Department of the respondents

S/No	Department of Respondents	Frequency	Percentage (%)
1	FRM (Forecasting Response and Mitigation)	30	22.2
2	Relief and Rehabilitation	26	19.3
3	Administration	23	17.0
4	Information Technology	18	13.3
5	Monitoring and special duties	19	14.1
6	Account and Audit	19	14.1
7	<b>Total</b>	<b>135</b>	<b>100.0</b>

Source: Field survey, 2021

[Table 2](#) shows that department of forecasting response and mitigation (FRM) are the majority of the staffs at FCT Emergency Management Agency (FEMA) with 22.2%, relief and rehabilitation has 19.3%, administration has 17%, information technology has 13.3%, monitoring and special duties has 14.1% and account and audit has 14.1%. The high percentage of staffs in forecasting, response and mitigation (FRM) and relief and rehabilitation (R&R) is due mainly because the two (2) department is saddled with the responsibility of responding to, and management of emergency situations.

#### 4.2. Nature and Trend of Emergency Prevalent in the FCT

[Table 3](#) shows the nature of emergency in the federal capital territory. Emergency in the FCT is categorised in two (2) namely natural which is 28.3% and man-made which is 71.7% of the emergency situations in the FCT. Further breakdown in [Table 3](#) shows that road crash is 58.2%, gas explosion 1.0%, collapsed building 5.8%, bomb blast 2.4%, flood 19.2%, fire outbreak 4.3%, health challenge 8.2% earth tremor 1.0%.

**Table-3.** Nature of Emergency in the FCT

S/No	Nature of Emergency	Frequency	Percentage (%)
1	Man-made emergency	155	71.1
2	Natural emergency	61	28.3
3	<b>Total</b>	<b>215</b>	<b>100.0</b>

Source: Field Survey, 2021

### 4.3. Type of Emergency Prevalent in the FCT

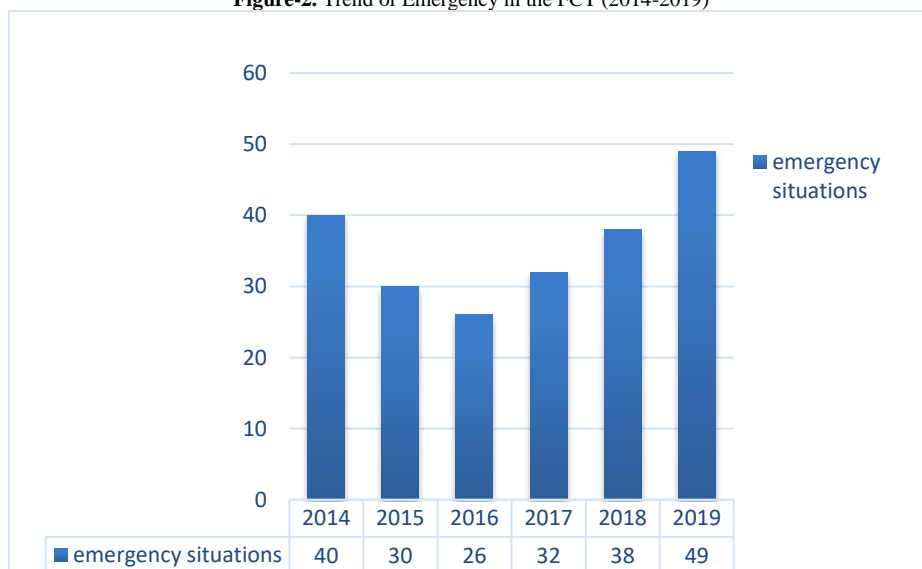
Table 4 shows the type of emergency prevalent in the FCT as recorded by FCT FEMA, road crash 58.2%, gas explosion 1.0%, and building collapse 5.8%, bomb blast 2.4%, flood 19.2%, fire outbreak 4.3%, health challenge 8.2% and earth tremor 1.0%

Table-4.Type of Emergency Prevalent in the FCT

S/No	Type of Emergency Prevalent in the FCT	Frequency	Percentage (%)
1	Road Crash	127	58.2
2	Gas Explosion	02	1.0
3	Collapsed Building	12	5.8
4	Bomb Blast	05	2.4
5	Flood	40	19.2
6	Fire Outbreak	09	4.3
7	Health Challenge	17	8.2
8	Earth Tremor	02	1.0
9	<b>Total</b>	<b>215</b>	<b>100.0</b>

Source: FCT FEMA yearly statistics.

Figure-2. Trend of Emergency in the FCT (2014-2019)



Source: FCT FEMA yearly statistics

The trend of emergency in the FCT is shown in Fig. 2. The figure 2 reveals that in 2014, 40 emergency cases were recorded, 30 in 2015 and only 26 cases were recorded in 2016. Since then, there has been a steady rise in the number of emergency incidents, with 32 in 2017, 38 in 2018 and 49, the highest recorded in 2019.

### 4.4. Effectiveness of FEMA's Response to Emergency

The study developed some indices to measure the effectiveness of FEMA's response to emergencies in the Federal Capital Territory. These indices include;

#### 4.4.1. FEMA's Response Time

FEMA's response time to emergency situations in the FCT is presented in Table 5. The results in Table 5 shows that FEMA's response time to emergency situations according to respondent opinion ranges from 15 minutes (3.7%), 10 minutes (6.7%), 5 minutes (37%), 3 minutes (48.9) and immediately (3.7%).

Table-5. Emergency Response Time

S/No	Emergency Response Time in the FCT (Minutes)	Frequency	Percentage (%)
1	15	5	3.7
2	10	9	6.7
3	5	50	37.0
4	3	66	48.9
5	Immediately	5	3.7
6	<b>Total</b>	<b>135</b>	<b>100</b>

Source: FEMA's Yearly Statistics (2014-2019).

#### 4.5. FEMA's Emergency Interventions in the FCT (2014-2019)

The response time in Table 5, is directly proportional to Table 6, which shows the numbers of emergency situations, lives saved and fatalities. Studies have shown that more lives could be saved if response time is improved (The Sun Newspaper, 2018).

**Table-6.** FEMA's Emergency Interventions in the FCT (2014-2019)

S/N	Year	No. of Emergency situations	No. of Lives saved	No. of Fatal Injury Recorded
1	2014	40	338	131
2	2015	30	37	28
3	2016	26	58	11
4	2017	32	84	25
5	2018	38	127	23
6	2019	49	96	18
	<b>Total</b>	<b>215</b>	<b>740</b>	<b>236</b>

Source: Field survey 2021.

#### 4.6. Agencies Synergizing with FEMA

Table 7, shows that FCT FEMA synergies with National Emergency Management Agency (NEMA) 51.9%, Federal Road Safety Corps (FRSC) 25.9%, Nigerian Security and Civil Defence Corp (NSCDC) 6.7%, the military (the medical and engineering department of the Nigerian Army, Navy and Air force) 3.0% and others, which are the Police, Red Cross and other non- governmental organisations.

**Table-7.** Agencies Synergizing with FEMA

S/No	Emergency Stakeholders	Frequency	Percentage (%)
1	National Emergency Management Agency (NEMA)	70	51.9
2	Federal Road Safety Corps (FRSC)	35	25.9
3	National Security and Civil Defence Corps (NSCDC)	9	6.7
4	Nigerian Army	04	3.0
5	Others	17	12.6
6	<b>Total</b>	<b>135</b>	<b>100.0</b>

Source: Field survey

The occurrences of emergency often call for the support of both national and international organizations especially, as far as the provision of relief materials is concerned. However, this approach alone does not proactively address the need to reduce the human and environmental impact of future disasters. Recent thinking in the area of disaster management indicates that there is need for a system that focuses on the coordination of stakeholders responding during emergency situations (Lamidi and Benson, 2014). There seems to be no consensus between agencies and stakeholders during emergency situations particularly the search and rescue operations (SAR). There is need for a system that will not only activate agencies in order of importance i.e. military or police first to contain the situation, traffic control agencies for crowd and traffic control as well as paramedics and other disaster management agencies in the country, but also create coordination and cooperation between these agencies. Inter-organizational coordination and collaboration is a major challenge that emergency managers encounter in Nigeria. In the midst of an emergency, it becomes obvious that quite a number of agencies that have the mandate to respond to disasters do not know their specific roles and most times, are engaged in duplication of efforts. These agencies tend to work individually when there is an emergency thus reducing response impact. There is a tendency by responding agencies to try to guard what they regard as their turf, thereby, efforts by other stakeholders during an emergency are regarded as intrusions rather than collaboration. The absence of cooperation among responding agencies is as a result of failure to put in place a system so that in the event of an emergency, stakeholders know the proper roles that each and every one of them should play.

#### 4.7. FEMA's Capacity Building

**Table-8.** Training Schedules for FEMA Staff

S/No	Staff Training Schedule	Frequency	Percentage (%)
1	Monthly	02	1.5
2	Quarterly	06	4.4
3	Every Six Months	11	8.1
4	Annually	116	85.9
	<b>Total</b>	<b>135</b>	<b>100</b>

Source: Field Survey, 2021.

Table 8 shows how often FEMA trains her staff. How often the training is conducted is dependent on the type of training undertaken by the organisations. FEMA trains her staff monthly on emergency and rescue drills which is 1.5%, quarterly 4.4%, every six months 8.1% and annually 85.9%. According to Aliyu (2015), regular training of emergency personnel's helps improve work productivity.

#### 4.8. Humanitarian Services Provided by FEMA in FCT

Table-9. Humanitarian Services Provided by FEMA in FCT

S/No	Humanitarian Services Provided by FEMA	Frequency	Percentage (%)
1	Distribution of relief materials	78	57.8
2	Relocation of affected communities	01	0.7
3	School enrolment for internally displaced persons (IDPs)	54	40.0
4	Empowerment program for affected individual	02	1.5
5	<b>Total</b>	<b>135</b>	<b>100.0</b>

Source: Field survey 2021

Table 9 shows FEMA's humanitarian services in regards to emergency management and response in the federal capital territory. On the humanitarian services, 57.8% of the respondents indicated that FEMA distributed relief materials to affected communities or individuals during emergency but it is dependent on the degree of the emergency. 40% of the respondents reveal that FCT FEMA also engage in school enrolments program for internally displaced persons, 2% for empowerment program and 1% for relocation of affected communities. When an emergency occurs, urgent action is needed so that the situation does not become worse. The kind of relief needed in an emergency depends very much on the immediate goal of the affected people. Their most immediate needs during or soon after the event are food, medical assistance, rescue, shelter etc. After the direct dangers of the disaster have passed, the focus of victims shifts to rebuilding. Sometimes, damage may already have been done and all that the emergency management agency does is to offer palliatives and try to contain the situation. An emergency can be self-evident (such as a natural disaster that threatens the lives of many people). However, other incidents may require the expert at the scene to decide whether they qualify as an emergency (Lamidi and Benson, 2014; Ovosi, 2013).

#### 4.9. Operational Challenges of FCT Emergency Management Agency (FEMA)

Table-10. Challenges of FCT FEMA

S/No	Challenges of FCT FEMA	Frequency	Percentage (%)
1	Inadequate funding	63	46.7
2	Lack of skilled/trained emergency personnel	5	3.7
3	Inadequate search and rescue equipment	4	3.0
4	Inadequate means of Transportation	08	5.9
5	Motorist hardly give way to ambulance	29	21.5
6	Wrong address from the caller	21	15.6
7	Non-adherence to engineering building standard	05	3.7
8	<b>Total</b>	<b>135</b>	<b>100.0</b>

Source: Field Survey, 2021.

In terms of the challenges faced by FCT FEMA in emergency management and response as shown in Table 10, 46.7% of the respondents believe that inadequate funding is a major challenge facing the agency in discharging its duties. The agency also need to be adequately funded and equipped with modern search and rescue paraphernalia, efficient communication gadgets and reliable transport facilities e.g. fire service stations are far below the recommended numbers per communities. Poor funding has been a major clog in the wheel of progress, and has hindered the performance of the agency. For instance, in 2012, the budgetary allocation for National Emergency Management Agency (NEMA) was ₦1,463,138,127, which was the highest in 12 years (2000-2012) (Federal Government of Nigeria (FGN), 2012). The budgetary allocation to the FCT FEMA for the period 2014 to 2020 is presented in Table 11. These figures reveals that the funding to the agency is grossly inadequate. At the States and Local Government levels, the situation is worse. Good, prompt and adequate funding are essential factors that would determine the effectiveness and efficiency of any organization. 21.5% of respondents indicated that motorist hardly give way to ambulance during emergency situations. Wrong address from callers constitute 15.6% of challenges faced by FCT FEMA. Non adherence to engineering building standard 3.7%, transportation 5.9%, lack of skilled/trained emergency personnel 3.7% and inadequate equipment 3.0% makes up the challenges.



**Table-11.** Budgetary allocation from 2014-2020

Year	Department	Budget from personnel cost	Overhead cost	Capital	Total budget
2014	FCT FEMA (Admin & Finance)	30,504,549	471,750,215	180,900,829	685,355,594
	Department of Fire Service	562,722,870	166,801,185	421,918,693	1,115,144,745
	Disaster forecasting response and mitigation	31,705,146	172,458,767	115,009,914	319,173,837
	Relief and rehabilitation	27,763,747	351,839,062	60,981,366	430,584,175
2015	FCT FEMA (Admin & Finance)	49,464,783	86,547,223	83,000,000	221,012,006
	Department of Fire Service	682,890,363	79,300,054	690,000,000	1,452,190,449
	Disaster forecasting response and mitigation	30,876,622	56,075,000	170,000,000	256,951,622
	Relief and rehabilitation	43,486,055	34,585,516	30,000,000	98,871,571
2016	FCT FEMA (Admin & Finance)	49,822,023	188,968,500	126,777,343	365,567,866
	Department of Fire Service	727,140,552	231,445,267	962,136,958	1,920,722,777
	Disaster forecasting response and mitigation	22,282,791	102,470,926	653,772,873	778,526,590
	Relief and rehabilitation	36,626,452	122,388,600	120,214,644	279,181,716
2017	FCT FEMA	132,781,289	652,392,411	678,729,135	1,463,902,835
	Department Of Fire Service	804,042,029	186,790,600	1,423,000,000	2,413,832,629
2018	FCT FEMA	133,246,706	644,245,692	590,542,345	1,368,034,743
2019	FCT FEMA	147,583,614	846,900,098	370,777,345	1,687,626,057
2020	FCT FEMA	147,583,614	715,020,200	98,888,678	961,492,487

Source: FCT FEMA

#### 4.10. Institutional Challenges of FCT FEMA

**Table-12.** Institutional Challenges of FCT FEMA

S/No	Institutional Challenges of FCT FEMA	Frequency	Percentage (%)
1	Lack of proper maintenance of infrastructure and equipment	60	44.4
2	Lack of adequate early warning system	08	5.9
3	Lack of proper mobilization of citizenry to manage disaster	07	5.2
4	Improper vulnerability assessment of likely disaster areas	17	12.6
5	Inadequate and ineffective legal and regulatory framework	37	27.4
6	Improper planning and uncoordinated management of risk reduction strategies	06	4.4
7	<b>Total</b>	<b>135</b>	<b>100.0</b>

Source: Field survey 2021

Table 12 highlight institutional challenges that the organization is facing in regards to emergency management and response. From Table 12, 44.4% of the respondents indicated that lack of proper maintenance of infrastructure and equipment, inadequate and ineffective legal and regulatory framework 27.4%, and improper vulnerability assessment of likely disaster area 12.6%, lack of proper mobilization of the citizenry 5.2%. The general nonchalant attitudinal dispositions, despondency, cynicism, mistrust and despair by Nigerians towards government establishments, and in particular, emergency situations are worrisome. Majority of the people at emergency sites/scenes only go there to catch a glimpse of the event and even in some cases, they go there to loot and take advantage of the helpless victims. The respondents indicated that improper planning and uncoordinated management of risk reduction strategies 4.4%, lack of early warning system constitute 5.2% of the challenges faced by FCT FEMA. Oral interview with some of the respondents revealed the fact that the above challenges are due to poor funding of the organization.

## 5. Conclusion

This study has examined the challenges of emergency management and response in the Federal Capital Territory (FCT), Abuja, Nigeria. The findings of the study have revealed that road crash and flooding are the highest emergency situations recorded in the area. The trend shows that in 2014, 40 emergency situations were recorded, 26

in 2016 and 49 the highest in 2019. In terms of effectiveness of FEMA's response to emergency, the study findings revealed that from 2014 to 2019, 215 emergency situations were recorded, 740 lives were saved as a result of FEMA's response time of 3 to 15 minutes. The study also revealed that FCT FEMA synergies with other emergency stakeholders in emergency management and response. Training of staffs were periodically carried out to improve productivity and level of alertness of the staff. Some of the humanitarian services of FCT FEMA distribution of relief materials and school enrolment for internally displaced persons (IDPs). These notwithstanding, the activities of the agency have been constrained by inadequate funding, poor logistics, wrong address from callers, lack of proper maintenance of infrastructure and equipment, improper vulnerability assessment and inadequate and ineffective legal and regulatory framework.

## Recommendations

Based on the findings of the study, the following recommendations are made;

- i. The Federal Capital Territory Administration (FCTA) should help provide adequate funding, road, air and sea ambulances and facilities to manage emergency situations such as helicopters, power bikes and drones.
- ii. Government should introduce ambulance bay in the three major axis of the city namely; Gwagwalada, Kubwa and the city center to improve on response time.
- iii. FCT Emergency Management Agency (FEMA) and other response agencies should coordinate resources properly towards efficient and effective disaster preparedness, prevention, mitigation and response in the country.
- iv. Government should actively educate its citizens on disaster risk reduction.
- v. There is need to improve on proper vulnerability assessment of disaster prone areas.
- vi. Effective legal and regulatory framework should be put in place.

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