

RESIDENTIAL INCUBATORS AS AN ALTERNATIVE STRATEGY FOR SUSTAINABLE
MANAGEMENT OF INTERNALLY DISPLACED PERSONS (IDPS) IN MAKURDI,
BENUE STATE, NIGERIA.

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Abstract

It is pertinent to note that the world in recent times has been witnessing climate change induced disasters such as tsunamis, hurricanes, earthquakes, flooding and landslides. These disasters have not only increased in their frequency of occurrence but have worsened in magnitude; and these disasters have continued to ravage many communities both in developing and developed countries causing destruction of lives and properties. However, the unfortunate thing about disasters in Nigeria and Makurdi, Benue State in particular is that the Internally Displaced Persons (IDPs) had to be sheltered in ad hoc/temporary sites such as schools, tents, worship places and other public buildings which lack the basic human needs like water, conveniences, etc. to cater for the IDPs. This phenomenon is a security risk in terms of health hazards (epidemics), social evil (theft, and raping etc). The study was carried out in Makurdi, Benue State targeting the three stakeholders in the management of disasters and IDPs vis; NEMA, BSEMA, and the IDPs themselves. Data for the study were obtained through interview with the relevant stakeholders and the IDPs based on the purposive, random and snowball sampling methods. Also information from Newspapers and internet was obtained and used for the study. The research revealed that there are no proactive measures on ground in Benue State based on the guiding principles of IDPs and the respondents were not satisfied with the measures taken in managing such IDPs. The paper therefore recommends that housing incubators be provided in human settlements so as to appropriately cater for the IDPs.

Keywords: Residential Incubators, Strategy, Sustainable Management and Internally Displaced Persons (IDPs).

Background to the Study

Climate change constitutes a serious challenge to the entire world hence it attributes to numerous disasters with their attendant consequences. It is now generally acknowledged that the effects of climate change will unduly increase the magnitude of disasters worldwide. Among these disasters ravaging the world according to Tribune Newspaper (Wednesday, 07 November, 2012), are; the Hurricane Sandy that swept through New York and the entire North East of the United States, causing the death of over 100 persons, leaving over six million people without electricity, destroying property and infrastructure estimated to cost over three billion dollars. Also, it is reported that in recent years extreme river flooding's has occurred in several regions in Europe among which according to Aquadelta 2004 (as cited in Emmanuel 2012) is the dramatic flood events in central Europe in summer 2002.

Nigeria like other parts of the world has also been experiencing persistent flooding in the recent years since 2005 with the worst according to Eguzozie (8th Nov 2012) being that of the year 2012 which claimed over 363 lives, while over 1.2 million people were displaced hence camped in numerous temporary sites. However, it is evident that many of these IDPs who were sheltered had lamented the lack of adequate or absence of basic human needs and relief materials. For instance Eguzozie reported that displaced persons in the three major camps in Lokoja abandoned their camps for lack of adequate attention in all ramifications. This assertion was supported by Premium Times (September 25, 2012), when it quoted the report by a legal rights group which decried the Nigerian government's attitude to flood displaced persons in Kogi, Edo, Benue, Nassarawa, Plateau, Bayelsa and the nation's capital Abuja. The group also said that the government had failed to provide adequate emergency relief to millions of Nigerians displaced by flood in these areas.

Meanwhile, a number of strategies have been identified from available literatures that have been employed to take care of displaced persons in many parts of the Country including Benue State. Among them are: the activation of Housing taskforce; identification of temporary housing needs; provision of temporary shelter utilizing state and federally owned real property; acquisition of land by government for displaced persons specifically, construction of low cost housing for long term displaced communities; repair of houses & provision of other socio-economic facilities; financing the purchase of housing identified by displaced families; restitution of housing; payment of compensation, and camps among others.

However, experience has shown that these strategies have not yielded any desired outcome in managing the IDPs due to lack of proactive measures towards same (Momoh & Akinyede, 2008). It is in the realization of this phenomenon that the idea to carry out this research arose. This research therefore seeks to assess the effectiveness of post disaster management responses in Benue State of Nigeria with the view to suggesting a more sustainable strategy for the accommodation of Internally Displaced Persons.

Statement of the Research Problem

The gross unpreparedness of all the stakeholders in disaster management in Nigeria was revealed by the 2012 flood disaster in the Country in which, officially about 363 people lost their lives and livelihood (Eguzozie 8th November, 2012). The Governments at all levels have shown that there are still a myriad of problems in terms of prediction, planning and management of disaster. It is unfortunately however to know that despite that Nigeria boasts of a disaster management centre in F.U.T Minna, NEMA in Abuja, and its state counterparts SEMA in all the states of the federation as well as SAT II whose principal function is to monitor and inform appropriate authorities of impending disaster, stakeholders response to disaster is still very much reactive than proactive.

Worthy of note also is the fact that, the ineffective response of the critical stakeholders in managing the IDPs of disasters in Nigeria was brought to the fore during the 2012 flood in 12 states of the federation including Benue State. This Day (17 February, 2013) reported that IDPs were sheltered in primary schools in many of the states, forcing the pupils to close school sessions prematurely for many months.

Furthermore, it is expedient to note that the camps in Benue State like in most states in the country lack the basic accommodation facilities such as water, electricity and public conveniences hence not suitable for habitation thereby constituting health hazards. In the realization that efforts to plan and manage disasters and the IDPs previously have not yielded the desirable outcomes, it is necessary to intensify efforts in order to achieve better results; hence this paper therefore proffers a sustainable alternative approach - the Residential Incubators.

Objectives of the Study

This study aims at critically analyzing past approaches to the management of Internally Displaced Persons in Makurdi, Benue State with a view to proffering a sustainable strategy towards improvement. Specifically the study is set to:

1. Examine governments' institutions' processes and procedures with respect to disaster management.
2. Determine the role of the stakeholders in disaster planning and management
3. Assess the effectiveness of sheltering of Internally Displaced Persons in the study area
4. Proffer an alternative strategy that would make post disaster management responses most effective and sustainable

Scope and Limitation

The study is concerned with flood disaster and covers flood prone areas of Makurdi Town of Benue State which include Wadata, Idye, Atsusa, Wurukum, Akpehe, Logo1 and Logo 2, Ankpa Quarters extension, Nyiman and Gyado villa (see Figure 1). The study focused on current management strategy of the flood IDPs and recommendations were made towards improvement.

Meanwhile, the study was limited by inability for the researchers to undertake participant observation of the IDPs in addition to the interview and questionnaire methods which were based on snowball sampling as the displaced persons were not in camps as at the time of the research. This limitation was minimized as the researchers had to visit the camps of the recent cattle herdsman and Tiv crisis to make participant observation since their situation was similar.

Literature Review

In order to put this research into context, different literatures were reviewed as follows: theoretical underpinning (shelter strategy, concept of incubators- business industrial and concept of residential incubators), level of disaster, types and causes of floods, overview of flood disaster/management of IDPs in Nigeria, reactive disaster management strategies for IDPs in Nigeria, Guiding principles of IDPs.

Theoretical Underpinning:

The related theoretical bases to the subject matter are shelter strategy and concepts of incubators thus:

(a) Shelter Strategy

An effective comprehensive shelter strategy promotes integrated planning at all levels of Government and private disaster relief organizations. This strategy supports the goal of ensuring adequate shelter space/

capacity, occupant safety, minimum mass care requirements (e.g. cooking facilities, toilets, etc), adequate shelter staffing plans, policy guidance for sheltering people with special desires, and refuge of last resort guidance.

(b) Concept of Incubator: Business and Industrial Incubators

The concept of incubator according to Portfolio (2011) relates to the provision of safety to an egg or a new born baby for a period of time. To stress out the importance of incubator, Portfolio observed that an incubator for business, just like an incubator for eggs or for newborn infants, provides a safe, supportive, protective, and nurturing environment that promotes growth. Incubators according to Portfolio help keep costs low by keeping the rents for new companies at a reasonable level, but more importantly, by allowing for companies to share necessary services, and by facilitating access to different kinds of useful services so that they can be obtained at low cost or even at no cost.

(c) The Concept of Residential Incubators

Various authors have viewed residential incubator as a place and space where services are provided for the support and growth of various and varied socio-economic activities at various scales (urban, rural and regional) refuge for these activities and provides services that enhance start-ups and accelerate growth (Knopp, 2006; Whitfield et al., 2008; Cheng, 2006 and Zimmerer and Shepherd, 2009, Aruwa, 2005). Residential incubators are provided at different levels: community and private sector. Residences in these Residential Incubators range from students, to entrepreneurs and the vulnerable group such as the disabled. The most famous residential incubator is found in the Silicon Valley in the USA.

Levels of Disaster

Disaster is a sudden event (emergency) caused by natural or human induced actions resulting in significant change in circumstances over a relatively short period of time which is characterized by death, displacement, diseases, loss of crops, damage to physical and service infrastructure, depletion of social and natural capital, institutional weakening and general disruption in economic and social activity (Olorunfemi and Adegimpe, 2013). Levels of disaster include:

1. Minor Disaster: Any disaster that is likely to be within the response capabilities of Local Government and results in only minimal need for State or Federal assistance. Operationally, this definition translates into a level I or level II activation.
2. Major Disaster: Any disaster that will likely exceed local capabilities and require a broad range of State and Federal assistance. Operationally, this definition translates into a level III or level IV activation. NEMA will be notified, and potential federal assistance will be predominantly recovery oriented.
3. Catastrophic Disaster: Any disaster that will require massive State and Federal assistance, including immediate military involvement. Potential Federal assistance will involve response as well as recovery measures. Operationally, this translates into a level V state activation. NEMA will be notified and pre-deployed.

Types and Causes of Floods:

According to UK Environmental Law Association (2005), there are majorly 5 types of floods thus:

- (a) **Coastal Flooding:** Heavy storms and other extreme weather conditions combine with tides can cause sea level to raise above normal hence force sea water to the land causing coastal flooding. In order to minimize coastal flooding there is need for environmental agencies to constantly monitoring sea levels and relates flood warnings when required.
- (b) **River Flooding:** It occurs when a river bursts or over flows its banks and floods the areas around it. This type of flood according to UK Environmental Law Association (2005) is more common than the coastal flooding. River flooding is generally caused by prolonged, extensive rain, and can be worsened by melting snow. Flooding can also occur if the free flow of a river gets blocked by fallen trees, natural overgrowth or rubbish. To reduce this kind of flooding, people should avoid blocking the free flow of the river.
- (c) **Flash Flooding:** A flash flood is a fast-moving and unexpected flood. It is usually due to heavy rain. It can also be enhanced where drainage systems are insufficient. Climate change may also increase the rate of this type of flood.
- (d) **Ground Water Flooding:** This type can occur when the levels underneath the ground rise above normal levels approaching the surface. It is usually caused by prolonged periods of rainfall.
- (e) **Sewer Flooding:** This type of flooding may result from a system failure, as well as when the sewer system does not have enough capacity to take waste entering the system from heavy rainfall or river or high way flooding.

Over View of Flood Disaster/Management of IDPs in Nigeria

Statistics released by the National Emergency Management Agency (NEMA) according to Eguzozie (8th Nov 2012) indicate that the year 2012 flood hit nearly 20 states of the country and FCT, killing 363 people, while 1.2 million others were displaced. Furthermore, Upstream (12 Nov 2012) citing the United Nations Humanitarian Agency (OCHA) in Geneva says that about 6,000 houses were damaged (destroyed) and over two million Nigerians were registered as IDPs. Also Osun Defender (Nov 16 2012) revealed that the 2012 tragic floods in most states of the country drastically reduced Nigeria's crude oil production by 500,000 barrels per day. Some of the States affected by the floods are; Abia, Bauchi, Benue, Nasarawa, Borno, Yobe, Taraba, Adamawa, Imo, Kogi, Plateau, Delta, Bayelsa, Oyo, Lagos, Gombe, Jigawa, River, Edo as well as the FCT.

In an attempt to cite examples of the impacts of the year 2012 flooding in some states in the federation, Ikeobi (2012) revealed that the flood in Kogi State affected Lokoja, Ibaji, Idah among other communities whose houses, farmlands were submerged or washed away beside loss of both human and animal lives. In Adamawa state Ikeobi reported that 80 schools, many houses and farmlands were washed away and thousands of people displaced and some killed by floods. According to Ikeobi, the story of the havoc caused by floods was not different in Niger State as not less than 10 local government areas were worst hit and these include; Mokwa, Bida, Shiroro, Munya, Edati, Burgu, Bosso, Wushishi, Kontagora, and Chanchagi.

In decrying over the poor management of flood IDPs in Nigeria, Tribune Newspaper (Wednesday, 07 November, 2012) states that the fallout of the 2012 flood shows how far the Country is from meeting the demands of managing natural disasters. The problems witnessed include misappropriation of funds, insufficient food and materials as well as overstretched facilities in the camps and poor coordination as well as insecurity

Furthermore Premium Times (September 25, 2012) states that a legal rights group has decried the Nigerian government's attitude to flood victims in most of the affected states as they failed to provide adequate emergency relief. The Group further stated that Federal officials who have the primary responsibility to manage such emergencies have shown nonchalant attitude.

Reactive Disaster Management Strategies for IDPs in Nigeria

IFRC (2009) identified among others the following strategies for disaster management:

- (i) Provision of relief materials
- (ii) Provision of rapid shelter (Camps)
- (iii) Provision of temporary shelter with host communities
- (iv) Provision of temporary shelter in schools and other communal buildings

Guiding Principles of Internally Displaced Persons

According to UN Commission (1998), once persons have been displaced, they retain a broad range of economic, social, cultural, civil and political rights including right to basic humanitarian assistance such as food, medicine, shelter), the right to be protected from physical violence, the right to education, freedom of movement and residence, political rights such as the right to participate in public affairs and the right to participate in economic activities. Furthermore, IDPs also have the right to assistance from competent authorities in voluntary dignified and safe return, resettlement, local integration including help in recovering lost of property and possessions among others.

Methodology

The study was conducted in Makurdi town of Benue State. The flood victims were targeted in some flood prone areas which include: Wadata, Idye, Atsusa, Wurukum, Akpehe, Logo 1 and Logo 2, Ankpa Quarters extension, Nyiman and Gyado villa (see Figure 1).

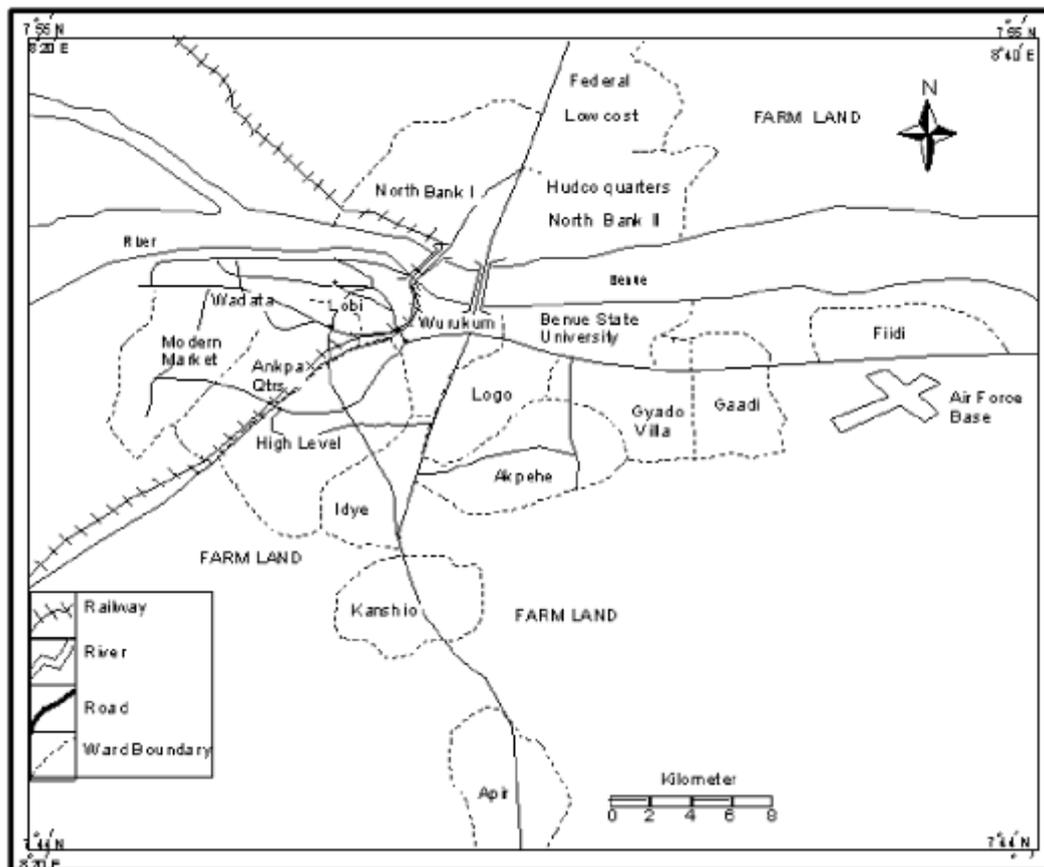


Figure 1: Makurdi Town Showing the Study Areas (Source: Benue State Ministry for Lands and Survey, 2011)

Both primary and secondary data were used in this study and the survey was carried out using the interview guide/questionnaire. The purposive sampling method was used for National Emergency Management Agency (NEMA), and Benue State Emergency Management Agency (SEMA), while the Snowball method was used for the IDPs. Based on the purposive sampling, the representative of NEMA, and BSEMA were each interviewed, while based on the snowball method, 100 (about 10%) of the internally displaced persons in Makurdi were administered with questionnaire. The reason for employing the Snowball sampling method in sampling the IDPs was because they were not found in camps but had returned to their homes and/or were accommodated in the homes of their neighbours hence the researchers relied on information on their whereabouts from other IDPs or their neighbours before locating them.

The five point Modified Likert Scale was employed as the main instrument for data collection for the study. The five point Modified Likert Scale according to Nworgu 1988 cited in Nworgu (1999) ranges from 0, 1, 2, 3, and 4 for undecided, strongly disagree, disagree, agree and strongly agree respectively. In interpreting the processed data obtained based on the modified Likert Scale, a decision rule was employed. Any mean score of the respondents between 2.45 and 4.00 was considered as acceptance (agree), the mean score of respondents between 0.45 and 2.44 as rejection (disagree), while the mean

score between 0 and 0.44 was considered as undecided (a situation where the respondents were unable to either agree or disagree with the variables).

All the questionnaires were recovered, collated and analyzed. The analysis of the data was done by means of frequencies, mean scores, and grand mean scores as well as content analysis (where applicable) and these were presented in tables and textual form.

Findings/Discussions

Over View of Flood Disaster/Management of IDPs in Benue State

In Benue State floods ravaged and sacked communities in Makurdi, Agatu, Otukpo, Guma, Buruku, Tarkaa and Katsina-Ala local areas among others. In these areas Ikeobi (2012) reported that over 250,000 persons were displaced and thousands of farmlands, houses were either submerged or washed away. It was also reported that over 300 houses were flooded (submerged) in different parts of Makurdi and the flood halted activities in some schools, churches and markets among other activity areas.

It is worthy to note that in Makurdi town, flooding has become an annual event. It is on record that flooding occurred in different parts of Makurdi town in 1996, 2000, 2005, 2007, 2008 and 2012. The 2012 flood in Makurdi town is reported to be the one caused by the effect of dam failure from Cameroon. Among the different parts of Makurdi that were affected by the flood include: Wadata, Idye, Atsusa, Wurukum, Akpehe, Logo1 and Logo 2, Ankpa Quarters extension, Nyiman and Gyado villa (see Figure 1)

Institutions Responsible for disaster Management in Benue State

The study revealed that the main Government Institutions responsible for disaster management are NEMA and BSEMA in collaboration with other stakeholders such as; Fire Service, Red Cross, Ministry of Health, National Orientation Agency (NOA), Federal Road Safety Commission (FRCN), Nigerian Army and the Police among others.

The Process of Preventing Disaster

The study also revealed that the Process adopted by NEMA and BSEMA in preventing any form of disaster are;

1. Early warnings
2. Awareness/sensitization of the public through workshops,/seminars as well as the media (both print and electronic)
3. Meetings with relevant stakeholders
4. Simulation exercise to enhance the level of preparedness

The Process Adopted by NEMA and BSEMA in Managing Disaster when it occurs:

The following measures of enhancing disasters management were suggested:

1. Rescue operation
2. Recovering of lost properties
3. Assessment of scene of disaster to determine the nature and magnitude of the disaster
4. Provision of relief assistance

Opinion of NEMA and BSEMA on Measures of enhancing Disaster Management

The following measures of enhancing disaster management were suggested by NEMA and BSEMA:

1. Provision of more vehicles (Ambulances and Assessment vehicles)
2. Capacity building and trainings
3. Effective enforcement of laws
4. Intensifying campaigns and sensitization on disaster management

Actual Role and Capacity Rating of NEMA and BSEMA

The analysis of the actual role and capacity rating of NEMA and SEMA indicates that the variables in Table 1 are the roles played by NEMA and BSEMA.

Table 1: Mean Response of NEMA & BSEMA on their Actual Role in Disaster Management

S/No	Variables	UD (0)	SD (1)	D (2)	A (3)	SA (4)	N=2		Remark	
1	Training of manpower on disaster management	0	0	0	6	0	6	3.0	Accept	
2	Advisory role	0	0	0	6	0	6	3.0	Accept	
3	Technical assistance	0	0	0	6	0	6	3.0	Accept	
4	Forecasting of disaster	0	0	0	0	8	8	4.0	Accept	
5	Voluntary Service	0	0	0	0	8	8	4.0	Accept	
6	Partnering with other stakeholders in assisting internally displaced persons	0	0	0	6	0	6	3.0	Accept	
7	Policy Formulation on disaster management	0	0	0	6	0	6	3.0	Accept	
8	Public awareness campaign	0	0	0	6	0	6	3.0	Accept	
9	Coodinating role	0	0	0	0	8	8	4.0	Accept	
	Grand Mean								= 3.3	Accept

Source: Field Work, 2014

Capacity Rating of NEMA/BSEMA in Disaster Management

The analysis in Table 2 shows that NEMA and BSEMA agreed that they are performing well in disaster management based on the given indicators for rating.

Table 2: Capacity Rating of NEMA/BSEMA in Disaster Management

S/No	Variables	UD (0)	SD (1)	D (2)	A (3)	SA (4)	N=2		Remark	
1	Adequate Manpower/personnel	0	0	2	3	0	5	2.5	Reject	
2	Adequate Funding	0	0	4	0	0	4	2.0	Reject	
3	Adequate Equipment	0	0	2	3	0	5	2.5	Reject	
5	Grand Mean								= 2.3	Reject

Source: Field Work, 2014

Responses of the IDPs on the Measures Government Could Take to Alleviate their Predicament
The analysis on Table 3 revealed that the respondents agreed that IDPs should be accommodated in temporary homes (Residential Incubators) as against camping in schools or other such camps as currently the practice. This therefore implies that there is need to have residential incubators in our cities.

Table 3: Mean Response of the IDPs on the Measures Government could take to alleviate their Predicament

S/No	Variables	UD (0)	SD (1)	D (2)	A (3)	SA (4)	N= 100		Remark
1	Provision of loan	0	0	0	72	304	376	3.8	Accept
2	Immediate relief material assistance	0	0	0	33	356	389	3.9	Accept
3	Temporary location in schools	0	63	58	24	0	145	1.50	Reject
4	Accommodation in temporary homes (Residential Incubators)	0	0	0	108	256	346	3.6	Accept
5	Grand Mean							= 3.2	Accept

Source: Field Work, 2014

Level of Satisfaction of IDPs with the Measures Government has taken in their area

The analysis on Table 4 revealed that the respondents disagreed with all the variables under assessment hence an indication that they are not satisfied with the response of government to the displaced persons. This therefore implies that the government and other stakeholders need to improve the measures taken in managing the IDPs by diversifying the approaches adopted so as to meet the best practices guiding principles of IDPs.

Table 4: Mean Response of IDPs on their satisfaction with the Measures Government has taken in their area

S/No	Variables	UD (0)	SD (1)	D (2)	A (3)	SA (4)	N= 100		Remark
1	Time of Evacuation exercise	0	33	48	87	56	224	2.2	Reject
2	Resettlement/Relocation	0	59	52	0	0	111	1.1	Reject
3	Rehabilitation after disaster	0	47	48	33	4	132	1.3	Reject
4	Recovering of lost properties	0	34	46	87	56	223	2.2	Reject
5	Amount of space allocated for use	0	47	66	24	0	137	1.4	Reject
6	Access to:								Reject
	i. Potable water	0	39	64	87	0	190	1.9	Reject
	ii. Food	0	11	124	81	0	216	2.2	Reject
	iii. Relief materials	0	9	116	99	0	224	2.2	Reject
	iv. Medical services	0	24	96	84	0	204	2.0	Reject
	v. Electricity	0	58	70	24	0	152	1.5	Reject
	vi. Conveniences	0	60	68	18	0	146	1.5	Reject
	Grand Mean							= 2.0	Reject

Source: Field Work, 2014

Conclusion

The study revealed that the existing measures for managing IDPs have been reactive and not proactive hence ad hoc in nature. This phenomenon has therefore exposed the victims of such disasters to diverse untold hardships as they have had to contend with lack of basic social amenities amongst other socio-economic problems in camps. It is in the quest to proffer a long term and sustainable solution to these problems and for the attainment of national security that residential incubators are recommended.

Recommendations

Based on the findings of the research, the following recommendations are made for improvement:

1. Establishment of residential incubators in human settlements
2. The residential Incubators should be treated as a project of necessity and which like any other project must be properly planned so as to achieve effectiveness/safety and sustainability.

The planning should comply with the following basic project planning principles:

- a) State the Project Goal/objective.
- b) Identify the stakeholders
- c) Identify Project deliverables by specifying when and how each item must be delivered.
- d) Prepare Project Schedule by listing of tasks that need to be carried out for each deliverable
- e) Develop Human Resource Plan in terms of identifying name, the individuals and organizations with a leading role in the project.
- f) Develop a Communications Plan for the purpose of progress report.

1. The Development (Construction) of the Residential Incubators project like the planning stage should also comply with some basic project development principles such as;

- a. determining the relevant implementation professionals/stakeholders
- b. effective coordination and control
- c. costing/finance plan
- d. phasing
- e. construction
- f. monitoring/development control
- g. completion

2. It is also recommended that the pre and post development of the residential incubators should be effectively managed based on the following principles;

- a. communication management
- b. cost management
- c. process improvement
- d. procurement management
- e. project scope management
- f. quality management
- g. risk management
- h. schedule management

Finally, efforts should be made in passing into law the Draft National Policy on IDPs which was prepared and presented to Government in 2011, but it is yet to be officially adopted (Kampala Convention of 2009 cited in Bukar 2012). The Draft National Policy is based on the Guiding Principles on Internal Displacement and the African Union Convention and Assistance of IDPs in Africa.

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