COVID-19 Containment Measures and Policy Actions in Nigeria

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Article DOI: 10.48028/iiprds/ijasepsm.v9.i1.08

Abstract

s far back as March 13, 2020, the Director General of the World Health Organization (WHO) identified Europe as the centre of the global COVID-19 outbreak. Most countries within and outside Europe had confirmed cases of COVID-19 by March 20, 2020. In response to the pandemic, different countries adopted different approaches to contain the pandemic. Thus, this paper examined Nigeria's COVID-19 containment measures and policy actions taken by the federal government and its taskforce. Data for the study were drawn from secondary sources while the analysis was done descriptively through the qualitative research method. Findings from the study revealed that delay in government actions contributed to the spread of the Coronavirus disease in the country. Further findings also revealed that subsequent containment measures and policy actions taking by Nigerian government helped in raising citizens' awareness about the dangers of the disease in the country. To check the spread of COVID-19 in Nigeria, there is need for the federal government to involve the private sector and also intensify its public enlightenment programmes beyond the urban centres.

Keywords: COVID-19, Pandemic, Countries, Spread, Containment, Nigeria, Measures and policy actions.

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Background to the Study

Coronavirus disease was confirmed as a global pandemic in March 2020, affecting several European countries. The first Coronavirus cases were reported in Italy on January 30, 2020 and later Spain in January 31. Current statistics shows that the virus has spread to different parts of the world with its attendant consequences. As at June 6, 2020 Italy, Spain and the UK had the highest number of confirmed cases across Europe, with each country adopting different containment measures and policies. In Spain for instance, the government placed restrictions under the state of alarm declared on March 14, 2020. In the same vein, virtually all the affected countries imposed total lockdown which restricted the movement of people and goods except for workers who provide essential services. Within this period, business, social and educational institutions were also closed down in other to minimise the spread of the virus. Records also shows that Belgium faced the highest per-capital COVID-19 death rate in Europe hence, the Belgian government also took steps to check the spread of the virus. Apart from the loss of human lives, citizens across the world also suffered untold hardship arising from the restrictions imposed by the state (governments). It is pertinent to state unequivocally that while some countries made provisions for economic stimulus and palliatives during the lockdown/restrictions others especially African countries merely enforced lockdown without incentives to cushion the effect of the lockdown. This development no doubt created additional tension and restiveness in most African states. It is in the light of these background that this study sets out to interrogate Nigeria's COVID-19 containment measures and policy actions aimed at checking the spread of the virus.

Theoretical Framework

The importance of theoretical and conceptual analysis in any research study cannot be over emphasized hence, this study relied on the post-behavioural theory. The post-behavioural theory is regarded as a protest against orthodox behaviouralism which was observed to be limited to mere formulation of theories and concepts. According to James Guy cited in Ntete-Nna (2004) post-behavioural approach looks at political science as having a public purpose hence, it should not only strive for generalization and the verifiable understanding of the political process but that practitioners and political leaders should commit themselves to making the world a better place. Post-behaviouralists therefore, posits that leaders especially political scientists should be able to communicate with the society to ensure that the choice of research projects and policies reflect the immediate concerns and struggles of the ordinary masses and not just the elites and members of the ruling class. Post-behaviouralists therefore, are concerned not just with techniques of study and also with the broader questions of values such as justice and morality all geared towards re-engineering "contextually, the various policy actions and COVID-19 containment measures put in place by the federal government of Nigeria clearly represent a bold step aimed at checking the spread of Coronavirus in the country.

COVID-19 Containment Measures and Policy Actions in Nigeria

COVID-19 containment measures and strategies vary from country to country hence; this section of the paper examines and interrogates the measures and policy actions adopted by the Nigerian government in checking the spread of the virus in the county. The first step taken by

the Nigerian government after it recorded its index case in February 27, 2020 was to set up a presidential task-force to control the spread of the COVID-19 pandemic in the country. In a report captioned "COVID-19: Buhari names 12 member presidential taskforce to control spread", published in the Punch Newspaper of 9 March 2020, President Mohammadu Buhari inaugurated a 12-member presidential taskforce to control the spread of COVID-19 in the country. The taskforce which is chaired by Mr Boss Mustapha has the following as members: Minister of Health, Prof. Osagie Ehanire; Minister of Interior, Ogbeni Rauf Aregbesola, Minister of Aviation, Mr Hadi Sirika; Minister of Humanitarian Affairs, Disaster Management and Social Services, Sadiya Umar-Farouk; Minister of Education, Mr Adamu Adamu; Minister of Environment, Mr Mohammed Mahmoud; Director-General, Department of State Services, Mr Yusuf Bichi; Director-General, Nigeria Centre for Disease Control; Dr Chikwe Ihekweazu; and World Health Organization Country Representative. The National Coordinator of the committee is Dr Sani Aliyu.

While justifying the setting up of the presidential taskforce, Mr Garba Shehu who announced the taskforce on behalf of the president noted that given the current global outbreak of the novel Coronavirus and its potential of causing significant disruption to health service in the country as well as impacting negatively on the economy, president Mohammadu Buhari has established a presidential taskforce for the control of the Coronavirus (COVID-19) disease. In his words: This action is in preparation for the likely but probable major outbreak of the disease in the country which will require a multi-sectoral inter-governmental approach as advised by the World Health Organization similar to that adopted for the HIV epidemic in the last two decades. The presidential spokesman added that the Nigerian government has also made an initial provision of N920 million for health agencies to plan and guard against further spread of COVID-19 in Nigeria. While cautioning nations to carryout effective containment measures the World Health Organizations International Health Regulations (IHR) Emergency Committee on January 23, 2020 advised that: "all countries should be prepared for containment, including active surveillance, early detection, isolation and case management, contact tracing and prevention of onward spread of 2019-n Cov infection, and to share full data with WHO". In the same vein, the World Health Organization on January 30 2020, declared COVID-19 to be a public health emergency of international concern. The figures and the analysis below further show the efforts made by the Nigerian government in checking the spread of COVID-19 in the country.

Total Cases

Total Deaths

Total Deaths

Total Deaths

Total Deaths

Total Deaths

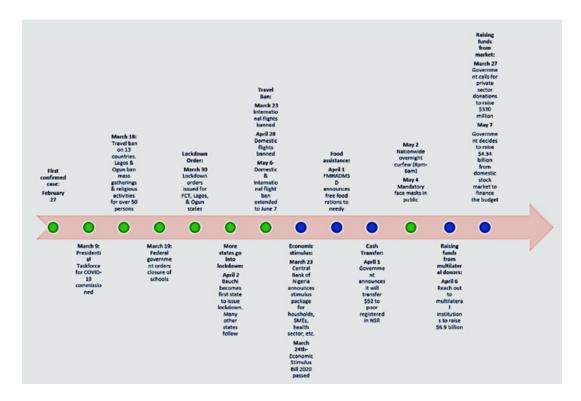
Figure 1: Total confirmed cases in Nigeria as of June 22, 2020

Source: Worldometer.

The three states with the highest number of confirmed COVID-19 cases are Lagos (10,510 cases, 128 deaths), the Federal Capital Territory (1,870 cases, 33 deaths), and Oyo (1,380 cases, 12 deaths). These states account for about 54 percent of total confirmed cases, and 29 percent of deaths. However, many of the northern, southwestern, and southeastern states are now seeing an increase in the number of cases, and as of June 30, 2020 there are more than 100 reported COVID-19 cases in each of the states of Ebonyi, Enugu, Imo, Oyo, Ogun, Kwara, Edo, Delta, Sokoto, Katsina, Kaduna Kano, Jigawa, Bauchi, Gombe, and Borno.

The Nigerian government has taken numerous health, social, and economic measures to cushion the impact of COVID-19 (Figure 3). However, some of the policy responses have weaknesses and, taken together, are not commensurate with the magnitude of the problem. The data below shows the impact of COVID-19 in Nigeria as at February 2021.

Figure 2: Timeline of important policy actions taken by the Nigerian government Green circles indicate public health policies; blue circle indicates social and economic policies



Source: Nigeria Centre for Disease Control (NCDC) 2020 Report.

Other practical and strategic responses by the federal government, their main shortcomings, and challenges include:

1. The Economic Stimulus Bill 2020. The House of Representatives passed the Emergency Economic Stimulus Bill 2020 on March 24 to provide support to businesses and individual citizens of Nigeria. The proposed law aims to provide 50 percent tax rebates to businesses that are registered under the Companies and Allied Matters Act so they can use this saving to continue employing their current workers. However, while the bill focuses on providing relief to formal sector businesses, 65 percent of Nigeria's total GDP comes from the informal sector, which also employs more than 90 percent of the workforce, and these workers need support to survive. Many businesses in the informal sector are unregistered so it will be difficult for them to get these benefits. These businesses are often supported by microfinance facilities. For the government to help, it will have to use small interest-free loans or small grants to these enterprises through microfinance facilities and other community-based channels. This will be even more important now that the country is considering a second wave of targeted lockdown.

- Cash transfers. On April 1, 2020, the government announced that it will make transfers of 20,000 Naira (\$52) to poor and vulnerable households registered in the National Social Register (NSR). Currently, the NSR has only 2.6 million households (about 11 million people) registered on its platform. The government hopes to increase this to 3.6 million households during the COVID-19 crisis. However, 87 million Nigerians live on less than \$1.90 a day. Therefore, the cash payments by the federal government will reach only a fraction of poor. Besides, Nigeria does not have a robust national information management system, making electronic payments difficult. This has resulted in many people in the NSR not receiving the money promised by the government. An immediate solution the government can explore is to provide prepaid debit cards to the poor. This can be done at the community/ward level to ensure that the cards reach the poorest. Of course, this is a stopgap solution, and more effective measures like direct bank transfers need be strengthened. But people need a Bank Verification Number (BVN) to open a bank account, and obtaining a BVN requires a valid national ID or international passport, which many Nigerians do not have. Currently, only about 40 percent of the Nigerian population have bank accounts.
- 3. Central Bank of Nigeria stimulus package. The CBN's stimulus package offers a credit of 3 million naira to poor families impacted by COVID-19. However, the loan requires collateral and is not interest-free. The loans could be made available free of collateral to poor households or just require signed guarantees by community leaders. The loans should be available at a low interest rate with long moratorium and repayment period. Moreover, not many poor households and businesses in the informal sector know about the available economic packages and policies implemented by the government.
- 4. Food assistance. After President Buhari imposed the lockdown in Lagos, FCT, and Ogun states on April 1, 2020, the Federal Ministry of Humanitarian Affairs Disaster Management and Social Development announced that it will provide food rations to vulnerable households in these states. The extended lockdown has led to people facing hunger in many regions of the country. The government has not been able to provide food support to everyone who needs it, as the distribution system was marred by corruption and opaque accountability as most Nigerians complained of not feeling the impact of federal government during after the lockdown. Thus, implying that the government officials that handled various economic packages have questions to answer.

In the order to subject persons entering the country from other countries to medical examination and testing, the Nigerian government through its presidential taskforce on COVID-19 came out with what is known as "COVID-19 Response: Revised Quarantine Protocol for Persons Arriving in Nigeria from any Country (including returnees/stranded Nigerians). Below is a sample of the form that must be completed by persons entering the country.

COVID-19 RESPONSE: REVISED QUARANTINE PROTOCOL FOR PERSONS ARRIVING IN NIGERIA FROM ANY COUNTRY (INCLUDING RETURNEES/STRANDED NIGERIANS)

AGREEMENT/DECLARATION TO COMPLY WITH SELF-ISOLATION/QUARANTINE REQUIREMENTS

1,	ot
	hereby agree / disagree to
i	Fill the Nigeria Health Declaration/Passenger Self-Reporting Form transparently and truthfully.
ii	Submit/surrender my International Passport to the Nigeria Immigration Service (NIS) for special clearance until after the 14 days quarantine is successfully completed. NIS will keep my Passport until the 14th day.
iii	Present myself for a repeat COVID-19 PCR test on arrival in Nigeria within 24 to 72 hours at a facility to be determined by government.
iv	Self-isolate/quarantine for a period of fourteen (14) days.
V	Provide contact details to include a valid phone number and address where I will self-isolate/quarantine.
vi	Be responsible for my transport and accommodation during the period of self-isolation/quarantine in Lagos or Abuja.
vii	Abide by all the rules for self-isolation/quarantine.
viii	Be subject to the provisions of extant Public Health Laws (including prosecution) if I fail to abide by the above-stated conditions.
 Signatı	Tare Date

To further strengthen policy measures of COVID-19 in the country aimed at checking the spread in the country, President Muhammadu Buhari on January 26 2021 signed the Coronavirus Disease (COVID-19) Health Protection Regulations 2021. Part of the document reads:

Coronavirus Disease (COVID-19) Health Protection Regulations 2021

In the exercise of the powers conferred upon me by Section 4 of the Quarantine Act, Cap. Q2 Laws of the Federation of Nigeria 2010 and all other powers enabling me in that behalf; and in consideration of the urgent need to protect the health and wellbeing of Nigerians in the face of the widespread and rising numbers of COVID-19 cases in Nigeria, I, Muhammadu Buhari, President of the Federal Republic of Nigeria, hereby make the following Regulations –

PART 1

Restrictions on Gatherings

- 1. At all gatherings, a physical distance of at least two metres shall be maintained at all times between persons.
- 2. Notwithstanding the provision of Regulation 1, no gathering of more than 50 persons shall hold in an enclosed space, except for religious purposes, in which case the gathering shall not exceed 50% capacity of the space.
- 3. All persons in public gatherings, whether in enclosed or open spaces, shall adhere to the provisions of Part 2 of these Regulations.
- 4. The provisions of these Regulations may be varied by Guidelines and Protocols as may be issued, from time to time, by the Presidential Task Force (PTF) on COVID-19 on the recommendation of the Nigeria Centre for Disease Control (NCDC).

PART 2

Operations of Public Places

Markets (including open markets), Malls, Supermarkets, Shops, Restaurants, Hotels, Event Centres, Gardens, Leisure Parks, Recreation Centres, Motor Parks, Fitness Centres, etc.

- 5. No person shall be allowed within the premises of a market, mall, supermarket, shop, restaurants, hotels, event centres, gardens, leisure parks, recreation centres, motor parks, fitness centre or any other similar establishment (hereinafter collectively referred to as "establishments") except:
- a. he is wearing a face covering that covers the nose and mouth;
- b. he washes his hands or cleaned the hands using hand sanitiser approved by the National Agency for Food and Drug Administration and Control (NAFDAC); and
- c. His body temperature has been checked. Any person found to have a body temperature above 38 degrees Celsius shall be denied entry and advised to immediately seek medical attention.
- 6. Every establishment occupier shall make provision for regular hand hygiene for any person coming into the premises during opening hours. This includes a hand washing station with soap and running water, or hand sanitiser approved by NAFDAC.
- 7. Each establishment occupier is responsible for cleaning and disinfecting his premises.
- 8. It is the responsibility of the occupier of the establishment to:
- a. Enforce the proper use of face covering;
- b. Make provision for safe hygiene facilities;
- c. Enforce provision of temperature checks prior to entry into the establishment;
- d. Enforce provisions and use of face covering within the establishment;
- e. Ensure that their customers queue up and are attended to serially while complying with physical distancing measures and avoiding overcrowding; and
- f. Generally, ensure compliance with the provisions of these Regulations.
- 9. Occupiers of establishments are liable for any observed non-compliance by any persons within the premises.

Places of Worship

- 10. All worshipers and users of places of worship shall comply with the provisions of Parts 1 and 2 of these Regulations.
- 11. Worshipers shall, where and whenever possible, avoid sharing worship items such as mats, bottles, hymnals, etc.
- 12. It is the responsibility of the person in charge of a place of worship to ensure compliance with the provisions of these Regulations within the worship centre.

Workplace and Schools

- 13. All persons entering the premises of a workplace or school shall comply with the provisions of Parts 1 and 2 of these Regulations.
- 14. It is the responsibility of the person in charge of a workplace or a school to ensure compliance with the provisions of these Regulations within the office or school premises.

Banks

- 15. All employees, customers and visitors of banks shall comply with the provisions of Parts 1 and 2 of these Regulations.
- 16. All banks shall comply with the guidelines, mode and scope of operations issued by the Central Bank and Federal Ministry of Finance as it relates to the COVID-19 response.
- 17. All banks shall develop a schedule for regular cleaning of buttons and surfaces of Mantrap Entrance Doors, ATM machines and other commonly used areas.

Public Transportation Vehicles

- 18. All operators and passengers of public transportation vehicles (hereinafter referred to as "operators") shall comply with the provisions of Part 2 of these Regulations.
- 19. Operators shall ensure adequate spacing in between passengers.
- 20. Operators shall ensure frequent cleaning and disinfection of parts of the vehicle frequently handled by passengers and drivers such as doors and window handles/buttons, steering wheels and dashboards.
- 21. Operators shall encourage passengers to frequently perform hand hygiene.
- 22. All operators of trains, ships and planes shall have an occupational health and infectious diseases preparedness plan, in case an employee or traveller becomes unwell in the course of a journey.
- 23. It is the responsibility of operators to ensure compliance with the provisions of these Regulations in the course of their operations.

Hostels, Boarding Houses and Detention Centres

- 24. Managers of Hostels, Boarding Houses, Nursing Homes, Correctional Centers, Remand Homes, Holding Cells, Military Detention Facilities, and such centers for care and custody of persons shall ensure compliance with the provisions of these Regulations.
- 25. Managers of such facilities shall ensure that suspected cases of COVID-19 are promptly and appropriately separated from others and are reported to medical officers of the State Ministry of Health for necessary action.

PART 3

Mandatory Compliance with Treatment Protocols

- 26. The health and safety protocols and guidelines are issued by the PTF on COVID-19 on the recommendation of the NCDC and shall be binding on all persons.
- 27. Persons confirmed to have tested positive to COVID-19 by an NCDC accredited laboratory, may not refuse isolation and or admission to a designated health establishment for management of the disease.
- 28. All public secondary and tertiary health facilities shall designate a space or holding bay for the initial triage or assessment of suspected persons with COVID-19 in line with the approved protocol for case management.
- 29. All public secondary and tertiary health facilities shall establish sample collection centers, where test samples from suspected cases can be collected and transmitted to an accredited testing laboratory in the State.
- 30. Notwithstanding the provision of Regulation 27, where a person confirmed to have tested positive to the COVID-19 is:
 - a. Asymptomatic or has mild symptoms; and
 - b. Proves able to make an alternative isolation arrangement that satisfies protocols issued by the NCDC, as certified by a healthcare provider and assessment by a medical professional;

Such person may use such alternative arrangements, including supervised "home-based care," for self-isolation and adhere strictly to the guidelines, until confirmed by the healthcare provider to be no longer at risk of infecting others with the virus.

PART 4

Offences and Penalties

- 31. Any person who contravenes the provisions of these Regulations commits an offence
- 32. Any person who, without reasonable cause, contravenes a direction given under Parts 1 and 2 of these Regulations commits an offence.
- 33. Any person who, without reasonable cause, obstructs an authorized official from enforcement of these Regulations commits an offence.
- 34. An offence under these Regulations is punishable, on summary conviction, by a fine or a term of six months imprisonment or both in accordance with Section 5 of the Ouarantine Act.

PART 5

Enforcement and Application

- 35. Personnel of the Nigeria Police Force, the Nigeria Security and Civil Defense Corps, the Federal Road Safety Corps, the Nigeria Immigration Service, the Federal Airport Authority of Nigeria, and other relevant Local Government, State and Federal Government agencies are hereby directed to enforce the provisions of these Regulations.
- 36. Any officer of the enforcement agencies who fails, neglects, or refuses to enforce the provisions of these Regulations shall be subject to disciplinary action by the disciplinary body of his respective agency.

- 37. The provisions of these Regulations shall apply throughout the Federal Republic of Nigeria.
- 38. State Governors may issue Regulations on further steps as may be considered necessary.

PART 6

Interpretation and Citation

- 39. In these Regulations, unless the context otherwise requires:
- a. "Offence" means any act, which may constitute a violation of the provisions of these Regulations.
- b. "Enforcement Agency" means any law enforcement or security agency vested with the statutory power to investigate and prosecute any person in respect of any of the applicable offences.
- c. "Face covering" means a covering of any type (other than a face shield) which covers, fully, a person's nose and mouth.
- d. "Gathering" means an assembly or meeting of people.
- e. "Occupier" means any person who is in current occupation and control of premises either as an owner or lessee.
- f. "Public transportation vehicle" means bicycle, motorcycle, tricycle, car, taxi, limousine, bus, train, ship, plane, or any other vehicle of transportation that carries more than one person at a time.
- g. "Reasonable cause" includes medical emergency, wherein the person in violation forgot to put on face covering, but complied with the directive to do so upon prompting; a natural disaster, wherein persons need to be evacuated into a public space; etc.
- 40. These Regulations shall take effect immediately and remain in effect until otherwise determined.
- 41. All other Protocols and Guidelines issued by the PTF, NCDC, and or State Governments, except as expressly provided, shall remain in force.
- 42. These Regulations may be cited as the Coronavirus Disease (COVID-19) Health Protection Regulations 2021.

Signed On 26th January, 2021 By President Muhammadu Buhari

The health protection regulations document which comprised of part 1-6 contains rules and expected standards of behaviour in public places including sanctions for those who will go against rules, regulations and NCDC Protocols. How well and how far the government has been able to check the spread of COVID-19 is still open to further debate and analysis.

Conclusion

Coronavirus otherwise known as COVID-19 is currently ravaging the entire world hence it is not limited to Nigeria alone. This study examined "COVID-19 Containment Measures and Policy Actions in Nigeria" and adopted the following outline: Abstract, Introduction, COVID-19 Containment Measures and Policy Actions in Nigeria, Conclusion and Recommendations. The study observed that the Nigerian government set up a 12-member presidential taskforce to drive the process of controlling the spread of the virus in the country.

Other policy measures taken by the federal government include issuing of guidelines and protocols through the presidential taskforce and the Nigeria Centre for Disease Control (NCDC) in order to check the conduct of citizens in public and private places. Thus, the study further observed that the economic stimulus and palliatives that accompanied policy measures in European countries are lacking in Nigeria as most citizens were denied access to their sources of survival during the lockdown period. In other words, COVID-19 containment measures and policy actions in Nigeria is yet to meet the basic social and economic needs and expectation of average Nigerians especially the masses and low income earners in the country. Based on these gaps, the study made recommendations that will help to improve the health sector in Nigeria.

Recommendations

There is need to bridge the gap between policy and its actual implementation hence, the following recommendations will no doubt help to improve the policy formulation and implementation process in Nigeria:

- 1. Policy actions of government at all levels in Nigeria should be accompanied with welfare packages otherwise called social and economic stimulus as it was done in the United Kingdom, Canada and the United States where Coronavirus containment policy measures and actions were also implemented.
- 2. Setting up a presidential taskforce without key stakeholders was not the best. For instance, traditional rulers and representative of each of the states in the federation ought to have been integrated or co-opted into the taskforce. Thus, there is need to integrate religious and traditional rulers into the taskforce without further delay.
- 3. Apart from information released from the Nigeria Centre for Disease Control other federal government agencies and institutions are silent hence, there is need for agencies like the National Orientation Agency, NAFDAC, etc. to complement the efforts of the taskforce by carrying out public enlightenment and education on COVID-19 prevention methods and approaches.
- 4. It is not enough to release COVID-19 rules, regulations and policies hence, there is need to ensure its enforcement. Offenders are fined between №1,000 №5,000. Thus, there is need to increase the fines and punishments meted out to erring citizens especially those who fail to wear face masks and maintain social distancing.
- 5. COVID-19 has helped to expose the ill-prepared nature of the hospitals in Nigeria hence, there is need to give the health sector a top priority in terms of budgetary allocation. Funds allocated to the health sector should also be monitored and supervised to avoid diversion as it is the case in other sectors. Corrupt health practitioners and administrators should be prosecuted and jailed to serve as deterrence.

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