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International Civil Society Organizations Humanitarian Aid in Internally Displaced Persons Camps, Benue State, North Central Nigeria: Evaluation of Contributions, Impacts and Sustainability, 2010-2023.

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Abstract

Over 1.5 million people have been displaced in Benue, North-central Nigeria owing to the plethora of natural and man-made disasters. The failure of the post-colonial Nigerian state in social provisioning, as well as the inadequacy of high-net individuals and philanthropists to constantly meet the overwhelming needs of the IDP, opened the door for international civil society organizations by responding to the call for help by policymakers. Despite the unrelenting efforts of international organizations, the IDPs are still far from a decent life. There is therefore, a dearth of empirical studies that theoretically foreground and document their contributions, impacts, and sustainability, and ascertain reasons for failure of humanitarian aid outcomes. It is this yawning gap this study intends to fill. The central argument of this paper is that poor and incoherent context analysis, deficient needs assessment by CSOs, and excessive working in silos have led to CSOs terms of reference that do not match the needs of the IDPs, thereby making the outcome of certain priority projects and interventions failing to match the needs of beneficiaries across IDPs camps. Drawing from the hierarchy of human needs theory; the study further explored International CSOs in Nigeria; Terms and References and how interventions match the needs of the IDPs. The study established that while more than 20 international humanitarian organizations are working in Benue, IDPs have complained that the outcome of some of their interventions is not their major needs, such as shelter, food, security, and primary healthcare; howbeit, those things, like psycho-social interventions and agricultural boost are needed, but as secondary needs. The study adopted the qualitative approach, using primary and secondary sources. The primary sources include oral interviews and focused Group Discussions (FGD) with IDP and CSOs; Secondary data includes published scholarly works. Content analysis and Organization of Economic Cooperation and Development (OECD) impact assessment criteria were used as tools for analysis and measuring the impacts of interventions. The study concludes that if needs assessment is wrong or incoherent, the inputs will be wrong, which will lead to failure in output and eventual outcome. When this happens, the needs of the beneficiaries will not be met, leading to a failed intervention; and loss of value for money spent. The recommends proper needs assessment, adequate consultation, partnership,

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project planning, and implementation, in a way that the outcome of priority projects matches the needs of the IDP.

Keywords: Civil society, interventions, Benue, Nigeria.

Introduction

Humanitarian crises, such as conflicts, natural disasters, and pandemics, often result in human rights concerns. Deteriorating human rights situations may also trigger crises and increase the humanitarian needs of affected populations. During the response to a humanitarian crisis, protecting human rights is an overarching and key component of humanitarian action. It's also critical before it – through preparedness and prevention – and after it – to strengthen resilience and sustain peace. If human rights violations are not adequately addressed, the result can be a spiral of injustices and atrocities that aggravate humanitarian needs, fuel existing tensions, and make the crisis worse.[1]

Globally, humanitarian emergencies have become an issue of deep concern; from Russian to Ukrainian wars, from Israeli to Palestinian wars, and barrages of natural disasters. The crisis in Ukraine has displaced an estimated 3.7 million people inside the country and nearly 6.5 million people into neighboring countries and other countries globally. Afghanistan faces more than four decades of displacement, Afghan refugees are one of the largest protracted refugees in the world. 8.2 million Afghan refugees are being hosted in neighboring countries and 3.2 million remain internally displaced. In Syria, after over a decade of conflict, Syria remains the world's largest refugee crisis. More than 14 million people have been displaced, including 7.2 million people who remain internally displaced.[2] Every case of humanitarian intervention gives rise to mixed feelings of hope and despair. Hope comes from the involvement of the international community, and despair comes from the fact that the state system is still too weak to meet its basic responsibility, namely, the protection of its citizens.[3]

In sub-Saharan Africa, in 2022 alone, there were 11.6 million internal displacements due to conflict and violence, marking the highest recorded figure in the region. The majority of movements were caused by new waves of violence in eastern Africa and escalating tensions in the central Sahel and Lake Chad regions. Displacement also occurred in southern and central Africa, notably in CAR, DRC, and Mozambique. Foreign military activities influenced displacement patterns in various countries. Additionally, disasters triggered 2.6 million displacements, with floods being the most common cause. These crises led to acute food insecurity and pushed millions into displacement. By the end of the year, there were 27.2 million internally displaced persons in the region,

[1] UNHRC 'Humanitarian Emergencies and Conflict Situations', UNHCR, 2023. Available at Humanitarian emergencies and conflict situations | OHCHR.
[2] UNHRC 'Humanitarian Emergencies and Conflict Situations', UNHCR, 2023. Available at Humanitarian Emergencies Around the World | USA for UNHCR (unrefugees.org)
[3] Yogesh K. Tyagi, The Concept of Humanitarian Intervention Revisited, 16 MICH. J. INT'L L. 883, 1995. Available at: https://repository.law.umich.edu/mjil/vol16/iss3/11.

an increase of 3.1 million from the previous year. IDPs faced attacks in some countries, increasing their vulnerability and hindering humanitarian access. These trends highlight the critical need to enhance efforts to address and mitigate internal displacement in sub-Saharan Africa.[4] While it is difficult to ascertain the exact number of displaced people across the globe, the overwhelming dimensions of conflict around the globe reflect the estimates of the numbers already homeless.

Since 2010, the central region, and especially Nigeria Benue has become one of the major disaster-ladden regions. Herder-farmer ecological violence, flooding, electoral violence, and inter-ethnic, ethno-religious, and cultural conflicts have led to humanitarian crises in different parts of central Nigeria. It is a region of disaster. Governments at different levels (Federal, State, and local) including non-governmental organizations (NGOs) have continued to intervene in the management of the humanitarian crisis in central Nigeria. In this case, Benue state has been the worst-hit state in terms of internal displacement. In Benue State, for instance, the population of Internally Displaced Persons (IDP) surged from 80,000 to 500,000 in 2020. It further worsened and degenerated to 600,000 in 2021 and reached its apogee of 1.5 million in 2022. There are 27 Internally Displaced Persons (IDP) camps in Benue State with 7 designated as official camps and 20 non-official camps. The displacement in Benue State is principally a result of farmer-herder conflict.[5-6]

The conflict and the displacement that occasions it has left the IDPs in a condition that they need humanitarian interventions to survive. This has motivated international CSOs to respond to the call by policymakers to help alleviate the pain and suffering in the IDP camps. The IDP has been reported to face some of the most inhumane conditions, such as hunger, malnourishment, cholera, malaria, maternal and child mortality, overcrowdedness, etc.[7] Despite these interventions, the condition of the IDP has continued to grow even worse. The outbreak of the Covid-19 pandemic further worsened their sufferings. Other scholars like Ukase and Jatto;[8] Wegh;[9] Terhemba;[10] Dikop;[11] Haessly[12];

[4] AU-ECOSOCC, IDMC, & NWR. 'Making the Kampala Convention work for IDPs: Guide for civil society on supporting the ratification and implementation of the Convention for the Protection and Assistance of Internally Displaced Persons in Africa, 2010. https://www.internaldisplacement.org/sites/default/files/publications/documents/2010-making-thekampalaconvention-work- thematic-en.pdf.

[5] Ukase, Patrick & JATO, Terungwa. From Home to Homelessness: The Dilemma of Internally Displaced Persons in Benue State. Aboki Publishers, 2020. Available at (PDF) From Home to Homelessness: The Dilemma of Internally Displaced Persons in Benue State (researchgate.net)

[6] Iyang, E. B & Effiong, E. N 'Humanitarian Interventions in Nigeria: A Case study of Internally Displaced People in Benue State, 2018-2021'. Humanus Discourse Vol.2. 2022. Available at https://papers.ssrn.com/sol3/papers.cfm?abstract_id=3998209

[7] Focused Group Discussions findings, at Naka, Ichwa, Abagena IDP Camps, 26 April 2023.

[8] Ukase, Patrick & JATO, Terungwa. From Home to Homelessness: The Dilemma of Internally Displaced Persons in Benue State. Aboki Publishers, 2020. Available at (PDF) From Home to Homelessness: The Dilemma of Internally Displaced Persons in Benue State (researchgate.net)

[9] Wegh. F., Herdsmen and Farmers conflict in Nigeria: Another Dimension of Insecurity. Journal of Administration and Social Welfare Research, Vol.3, No.1. 2018.

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Effiong and Inyang;[13] have reiterated the awful nature of the IDP camps; and how interventions have not yielded the desired outcome; the scholars did not investigate why the interventions were not yielding the desired outcome. It is against this background that this study employs the hierarchy of human needs theory; and the Organization of Economic Cooperation and Development (OECD) impact assessment criteria as a framework for measuring impact to examine international civil society contributions, impact, and sustainability of their interventions in the IDP camps, 2010-2023. The central argument of this paper is that poor or incoherent context analysis, poorly conducted needs assessment, unprofessionalism and excessive working in silos have led to terms of reference that do not match the needs of the IDPs, thereby making the outcome of certain interventions failing to match the needs of beneficiaries across IDPs camps. The objectives will be to explore (a) an overview of International CSOs working in the IDP camps and their terms of reference; (b) The Needs of IDPs and International CSOs Areas of Interventions; (c) The Covid-19 Pandemic era and Interventions in the IDP Camps; (d) recommendations.

Theoretical Framework and Conceptual Clarifications

Drawing from Abraham Maslow's theory of the hierarchy of human needs[14], beginning with the need for food, water, and shelter, followed by the need for security, then love; and finally, personal need or self-actualization. From Maslow's view, we can establish that the need for food, shelter, water, security, and even health supersedes psychosocial needs. The study therefore establishes that robust interventions will take into consideration, the context and the people involved, as well as what they need. It further means that before interventions, needs assessment should be carried out, to determine what exactly the IDPs need. If these assessments are not carried out, there is every possibility that the outcome of such interventions will not match the needs of the beneficiaries.

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[10] Terhemba. W., *"The Emerging Phenomenon of the Internally Displaced Persons (IDPs) in Nigeria's Fourth Republic, 1999-2016",* In Interrogating Internal Displacement in Nigeria (eds): Kolawale. A. Victor & Egwemi V.. Department of Political Science, IBB University, Lapai. Volume 1. 2016.

[11] Dikop, H.G., "Internally Displaced Persons in Nigeria and the Challenge of Rehabilitation", *Kaduna Journal of Political Science, Volume* 1 (2), 2014.

[12]Haessly. A.T. 'The Beginning of War. Britain: Author House Publishers, 2019. https://www.amazon.com/Begining-War-T-Haessly/dp/149692469X

[13] Iyang, E. B & Effiong, E. N 'Humanitarian Interventions in Nigeria: A Case study of Internally Displaced People in Benue State, 2018-2021'. Humanus Discourse Vol.2. 2022. Available at https://papers.ssrn.com/sol3/papers.cfm?abstract_id=3998209

[14] Pichère, Pierre, and Anne-Christine Cadiat. *Maslow's Hierarchy of Needs*. Lemaitre, 2015.

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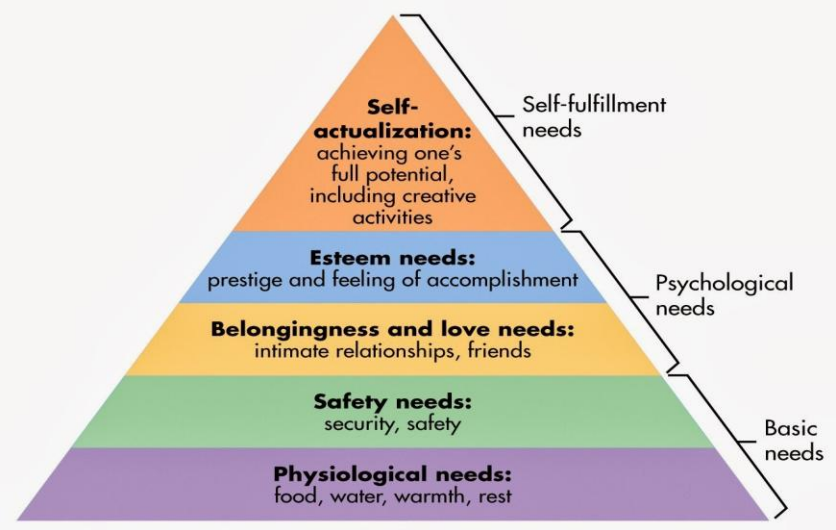
Diagram I: Hierarchy of Human Needs Pyramid.



Source: Hierarchy of Human Needs Pyramid.[15]

Maslow's Hierarchy of Needs is a motivational theory in psychology that comprises a five-tier model of human needs. These needs are often depicted as hierarchical levels within a pyramid. Let me break it down for you: (a) **Physiological Needs**: These are the most basic biological requirements for human survival. They include things like air, food, drink, shelter, clothing, warmth, sex, and sleep. Our most fundamental need is physical survival, and this drives our behavior. Once physiological needs are met, we move on to the next level. (b). **Safety Needs**: People seek order, predictability, and control in their lives. Safety needs can be fulfilled through family, society, and institutions such as police, schools, and medical care. Examples include emotional security, financial security, law and order, and freedom from fear. (c). **Love and Belongingness Needs**: This level involves our emotional need for interpersonal relationships, affiliating, connectedness, and being part of a group. It's about feeling a sense of belonging. (d). **Esteem Needs**: Esteem needs to refer to our desire for self-esteem, confidence, achievement, respect from others, and recognition. This level is about feeling valued and respected by others; and finally (e) Self-actualization needs: which entails creativity that engenders the full achievement of one's potential.[16] This study draws from this theory to argue that basic needs such as food, water, and shelter are superior needs. In the case of internal displacement, humanitarian organizations are supposed to focus on those needs first, others like psycho-social needs can be addressed at other times.

Civil Society Organization (CSOs): The concept of civil society traces its origins largely to the Age of Enlightenment in the works of Adam Ferguson who

[15] Pichère, Pierre, and Anne-Christine Cadiat. *Maslow's Hierarchy of Needs*. Lemaitre, 2015
[16] Pichère, Pierre, and Anne-Christine Cadiat. *Maslow's Hierarchy of Needs*. Lemaitre, 2015.

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at the time associated it with the development of the economic state and the decline of despotic and corrupt governments in Europe.[17] Whilst Ferguson's conception blurred the difference between civil society and the state, and leaned toward the market, with time, other scholars have endeavored to refine his ideas.[18] After years of evolution, CSOs have been described as a realm where citizens associate according to their interests and wishes.[19] A vibrant civil society is therefore the one that is seen to be facilitating and encouraging a vibrant political society. However, in recent times, studies have shown that the concept of civil society has challenges in reframing associations and discovering their actual impact on the governance process.[20]

In this study, civil society organizations include NGOs or non-profit organizations charities or philanthropic agencies, international bodies, like the Medecins Sans Frontiers (MSF), United Nations (UN) or the International Red Cross and Red Crescent Movement, Faith-based NGOs, community-based CSOs, human rights campaigns and non-governmental organizations, concerned about the improvement of health, water and sanitation and general living standard in the internally displaced persons (IDPs) camps in Benue State.

Humanitarian Aid: This is a fragile alliance of two different concepts: human rights and intervention. The concept of human rights is highly respectable, whereas the concept of intervention is highly problematic. The law applicable to humanitarian intervention has not only inherited the ambiguities present in both of these concepts, but has also generated ambiguities of its own through century-old, haphazard, and controversial practices of states and non-state entities. [21]

The justification for humanitarian aid or intervention is rooted in the absence of a basic moral order within a state or a part of it, which contradicts fundamental humanitarian principles and is deemed unacceptable by other states or non-state actors. This situation may lead external entities to conclude that the persistence of such conditions violates the legitimate rights and freedoms of the people in the affected state and appalls the global community. Faced with this assessment, external actors may need to decide between maintaining the status quo or taking steps to address the situation. If the potential benefits of intervention outweigh the costs of inaction, they might choose to intervene in the affected state. To legitimize such intervention, they may draw on established practices or contemporary norms, such as securing prior approval from a regional or international intergovernmental body. The decision to intervene, as well as the methods used, will be guided by the expected benefits of corrective action. Therefore, humanitarian intervention

[17] Ferguson, A. *An Essay on the History of Civil Society* (5 ed.). London: T. CADELL, 1767.
[18] Masterson, G. (Defining Civil Society In The Context of the African Peer Review Mechanism. In Matlosa, & Chiroro (Eds.), *Conflict, Democracy and Development.* EISA, 2007.
[19] Carothers, T. Civil Society. *Foreign Policy*, 18-29. https://doi.org/10.2307/1149558, 1999.
[20] Warren, M. E. *Civil Society, and Good Governance.* Washington: Department of Government, Georgetown University, 1999.
[21] Yogesh K. Tyagi, The Concept of Humanitarian Intervention Revisited, 16 MICH. J. INT'L L. 883 (1995). Available at: https://repository.law.umich.edu/mjil/vol16/iss3/11

represents an exceptional intrusion by external actors (another state, a coalition of states, an international organization, or a combination thereof) into the internal affairs of a target state to promote specific humanitarian values and standards within that state.[22]

In this study, humanitarian aid or intervention will be used interchangeably in this study to refer to how international civil society organizations are responding to the needs of displaced persons in terms of food and non-food relief items with the sole intention of alleviating sufferings and promoting the dignity of persons as well as fundamental human rights in the internally displaced person's camps.

Needs Assessment: Human needs exist when a person requires or desires something that is not available at present. According to the health literature, the concept of need refers to a condition characterized as a disturbance in health and well-being. [23] The field of psychology defines a *need* as "what is necessary for an organism's health and well-being" [24] or a motivated state resulting from "A feeling of unfulfillment or deprivation in the biological system … evidenced by a drive to complete such a lack."[25] Needs assessment is, therefore, a process to identify factors that influence a mismatch between a person's current condition and a person's desired condition.[26] Needs assessment in this study refers to the material and non-material things needed in the internally displaced person's camp for survival, which either the government or the CSOs are expected to provide.

Research Methodology

Data for this study were quantitatively collected, to include primary and secondary sources. Primary sources include oral interviews; conducted through an unstructured interview guide; Key Informant Interviews (KII), In-depth Interviews, and two Focused Group Discussions (FGD) in Logo, Agata, Naka, Abegena, Ichwa, and Dauda I, IDP camps, Benue state, Nigeria. Secondary sources include published scholarly works to corroborate oral accounts. The study combines descriptive and analytical methods of data collection and analysis. As regards processes of data collection, 50 persons were interviewed in the course of this study; spread across 10 adults in each IDP camp; with 30% of respondents female, to balance the gender gap. It should also be noted that this study maintained the utmost level of confidentiality. Respondents requested to be quoted anonymously for security reasons. In this study, therefore, no name of the respondent was mentioned. Howbeit, the original places of interviews were stated.

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[22] Yogesh K. Tyagi, The Concept of Humanitarian Intervention Revisited, 16 MICH. J. INT'L L. 883 (1995). Available at: https://repository.law.umich.edu/mjil/vol16/iss3/11
[23] Donabedian, M. P. H. *Aspects of medical care administration*. Cambridge: Harvard University Press, 1973.
[24] Harré, R., & Lamb, R. *The encyclopedic dictionary of psychology*. Oxford: Blackwell, 1988.
[25] Colman, A. M. *Dictionary of psychology*. Oxford: Oxford University Press, 2001.
[26] James Thompson. Needs Assessment. In: Maggino, F. (eds) Encyclopedia of Quality of Life and Well-Being Research. Springer, Cham, 2023. https://doi.org/10.1007/978-3-031-17299-1_1922

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Scope of the Study: This study is focused primarily on the Benue IDP camp; the camps include Logo, Agatu, Abagene, Ichwa, and Dauda I and II. The study area is spread across the three senatorial zones of the state; including an area fiercely hit by the scourge of humanitarian emergencies. The period under study is 2010-2023; the period marked the moments when humanitarian emergencies and displacement were at their peak; secondly, the period marked the season of the exponential inflow of international civil society organizations, due to the escalating dimension of the conflict.

An Overview of International CSOs in Nigeria and Terms of Reference

This section takes a look at several CSOs working in Nigeria, their terms of reference; and the level of impact they are recording at the internally displaced people's camps; especially in the northeast as well as north-central.

Table: I : An Overview of International CSOs in Nigeria and Terms of Reference

S/no	International CSOs	Terms of Reference	Locations
1	International Committee of the Red Cross (ICRC)	Provide medical interventions and food to injured persons in war-torn communities	Benue, North Central
2	Médecins San Frontières (MSF)	Water and Primary Healthcare	Benue State
3.	Foundation of Justice, Peace, and Development	Psychosocial interventions	Benue, North Central
4	International Organization of Migration (IOM)	Provision of Food and Non-food relief items	Benue, North Central
5.	United Nations High Commission for Refugees	Provision of Food and Non-food relief items	Benue, Northcentral
6.	United Nations Children's Fund	Provide food and emergency food and healthcare and mothers in countries that have been devastated by war	Benue, Northcentral
7.	ActionAid Nigeria	To further human rights for all and defeat poverty. Prioritizes work with the poor and, especially women and children; promoting values	Benue, Northcentral

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		and commitment and civil society.	
8	Bill and Millenda Gates Foundation	From poverty to education, to dramatically improve the quality of life for billions of people.	Benue, Northcentral

Source: Fieldwork, 2023.[27]

Needs of IDPs and International CSOs Areas of Interventions

In this section of the study, the researcher employs the Organization of Economic Development (OECD) Impact Assessment Criteria[28] to investigate how the interventions of international civil society organizations have impacted the lives of vulnerable persons in the IDP camps. These OECD impact assessment tenets include Principle One and Principle Two. Principle one established that evaluations should be contextualized. The context of this study is Benue state, Nigeria specifically in the IDP camps. Principle Two further established that evaluations must be tailored to capture the needs of stakeholders. The most important needs of the stakeholders, who are the IDPs in this study as established earlier include food, shelter, water, and healthcare as gathered from respondents in the IDP camps.[29] The six criteria for measuring impact to be employed are relevance, coherence, effectiveness, efficiency, impact, and sustainability.

Relevance: The usual question raised here is whether the intervention is doing the right things. This pertains to how well the intervention objectives and design align with the needs and priorities of beneficiaries, and whether they continue to do so even if circumstances change. In this study, the beneficiaries are the IDPs, the focus is to interrogate how the project priority outcome of the interventions matches the needs of the beneficiaries.

According to respondent 001, at Naka:

> We are suffering in this place, a lot of persons are dying here, we do not have access to good drinking water, the place is overcrowded, mosquitoes are on the increase, and malaria, and cholera are on the increase. We practice open defecation…certain international organizations bring food items like rice, and mosquito nets, once in a while, and ICRC comes here once in three to six months… the things they

[27] Field Survey, at Benue, 2023.
[28]Impact Assessment Criteria 'Evaluation Criteria', available at https://www.oecd.org/dac/evaluation/daccriteriaforevaluationdevelopingdevelopmentalasisstance.htm
[29] Personal Communications, at Naka, Abagena, Ichwa, Logo, and Agatu IDP camps. 20 April, 2023.

> bring are okay, they are relevant, the problem is that we do not get most of those things at the right time.[30]

Respondent 002: At Logo IDP camp.

> The major problems in this camp are hunger, sickness, and lack of water and adequate shelter, as much as we appreciate the efforts of civil society organizations here, our needs now are not psycho-social interventions; we need food, medical help, water; but certain CSOs come here and ask us to dance and forget our sorrows, how do we dance amid severe hunger, every day, we bury people here. We are talking about people who sustained injuries as a result of herdsmen attacks, malaria, and cholera… simply put Sir, some of the interventions are not relevant here. A few other that brings food items, like rice, and beans, health interventions are very relevant.[31]

From the key informant interview above, it is clear that needs assessment of the very things that are very relevant to the IDPs was not properly carried out. Several studies Terhemba[32] Inyang & Effiong[33] Ukase & Jatto[34] have established that despite the many humongous interventions, the IDPs continue to suffer from life-threatening conditions. Not necessarily because of the inadequacy of resources, which is usually a fundamental issue, but its management to achieve project priorities.

Coherence: This refers to the compatibility of the intervention with other interventions in internally displaced persons camps. It pertains to the extent to which other interventions either support or undermine each other. This encompasses internal coherence and external coherence: Internal coherence addresses the synergies and linkages between the intervention and other interventions carried out by the same institution or government, as well as the consistency of the intervention with relevant international norms and standards that the institution or organization adheres to. External coherence considers the consistency of the interventions with other actors' interventions in the same context. This involves complementarity, harmonization, coordination with others, and determining the extent to which the intervention

[30] Personal Communications with IDP Camp Manager at Naka; 20/04/2023.
[31] Personal Communication with IDP Camp Manager, Logo IDP Camp; 15/07/2023.
[32] Terhemba. W., "The Emerging Phenomenon of the Internally Displaced Persons (IDPs) in Nigeria's Fourth Republic, 1999-2016", In *Interrogating Internal Displacement in Nigeria* (eds): Kolawale. A. Victor & Egwemi V. Department of Political Science, IBB University, Lapai. Volume 1. (2016).
[33] Iyang, E. B & Effiong, E. N 'Humanitarian Interventions in Nigeria: A Case study of Internally Displaced People in Benue State, 2018-2021'.Humanus Discourse Vol.2. (2022) available at https://papers.ssrn.com/sol3/papers.cfm?abstract_id=3998209
[34] Ukase, Patrick & JATO, Terungwa. From Home to Homelessness: The Dilemma of Internally Displaced Persons in Benue State. Publisher: Aboki Publishers, (2020). ISBN: 978-978-8546-40-5. Available at (PDF) From Home to Homelessness: The Dilemma of Internally Displaced Persons in Benue State (researchgate.net)

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adds value while avoiding duplication of effort. [35] This section of the study is focused on external coherence; to explore how well CSOs are partnering to ensure the last longing impact of their interventions.

According to respondent 003; who is a project coordinator of one the big humanitarian organizations in Benue state.

> We cannot say there is any form of external coherence; the CSOs do not trust each other for security reasons, they all work alone, even, though we do not trust. The reason is that it has been discovered that certain CSOs hijack interventions and claim they are the ones responsible for it; while pushing the real sponsors of the intervention into the background; secondly, you do not know if the other CSOs are terrorist organizations under the guise of providing interventions; we do not also trust Benue State Emergency Management Agency, for fear of our interventions being hijacked and sometimes, it has been rumored that certain executives steal relief materials. So, people just go straight to the IDP camp and do just what they can. On the issue of coherence, that may take a while to be established.[36]

In another response, from a staff member of another international CSO, he noted:

> On internal coherence, we are doing our best to ensure that we are on the same page with the law; however, on external coherence, it is not very common here. The simple reason is trust, trust on the fact that you do not know if the other organization is doing it well in a way that you would not want to duplicate it; you do not know how long they are going to keep bringing those interventions; and also, you do not know who their exact sponsors are; those are top secrets.[37] (Respondent 004).

Findings as regards coherence reveal that several of the CSOs do not get along due to a lack of trust. They are rather working in silos with each organization doing what it can, and most times duplicating interventions. Peacebuilders are expected to work with a cross-section of beneficiaries, local citizens, and relevant international actors to address the root causes of conflict; and bring security to war-torn societies.

Effectiveness: This questions the extent to which the intervention is achieving its objectives. From a cross-section of interviews with civil society groups, this

[35]Impact Assessment Criteria 'Evaluation Criteria', available at https://www.oecd.org/dac/evaluation/daccriteriaforevaluationdevelopingdevelopmentalasisstance.htm

[36] Personal Communications with a health worker at Naka IDP Camp, 17 April, 2023.

[37] Personal Communications with a humanitarian worker, at Naka IDP Camp, 15 April, 2023.

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section analyses the extent to which their objectives have been achieved across the IDP camps. This section is practically for civil society organizations.

This respondent happens to be a Medical Personnel at Ichwa IDP Camp:

> We have not been able to achieve many of our objectives due to scarcity of resources. Resources are never enough. While it is in our terms of reference to provide primary healthcare to the IDPs, we are only able to reach out to a few. There are about 27 IDP camps, we are not able to do much; the situation here is overwhelming. Children are suffering from measles, cholera, and malaria, when it rains, no shelter, they just use self-constructed sacks as a cover, and we record a lot of deaths. My organization wishes to make the world safe for everyone, but we can do just a little due to resources.[38] (Respondent 005).

Also, 007, a respondent from another organization that focuses on psycho-social interventions:

> We can do just what we can. We provide opportunities for counseling, and healing from the trauma of Gender Violence (GBV), for those who watch their loved ones being killed, helping them to deal with such memories can be a daunting task. We are only able to cover just 7 IDP camps out of about 27 in the state. Somehow, we want to do more, but we can only do as much as we have the human and material resources to do so. We can only say our targeted objectives have been achieved when the IDPs return to their ancestral homes and fully reintegrate into society. The government needs to provide enormous resources and security for that to happen.[39]

Other reports from a cross-section of the IDP at Naka, Ichwa, Daudu I, and Abagana reveal that they are not even interested in the relief materials anymore. They just want the government to provide the security for them to return home. Several of them mentioned that the hunger in the camp is to the extreme. They wish to return to farming, they are tired of depending on CSOs, for which many of them operate skeletally for the lack of resources and unprofessionalism in their deliveries.[40]

Efficiency: This refers to how well resources are being used**.** Efficiency means many things, but in the context of this study, efficiency will be used to examine the level of timeliness, quantity, and quality of interventions. IDP respondent 008 noted that:

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[38] Personal Communications with a humanitarian health worker, at Ichwa IDP camp, 16 April 2023.
[39] Personal Communications with a CSO Programme Manager, Makurdi, 22/04/2023.
[40] Focused Group Discussions with IDP at Naka, Ichwa, Dauda I, and Abagana. 15/04/2023.

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> There are a few organizations that maintain quality and quantity; especially ICRC, in terms of food supply, in terms of shelter IOM, and Children Education by UNICEF, although in very few IDP camps; but on timeliness, several of them come when we would have seen hell already and the quantity is usually not enough to go round.[41]

Respondent 09:

> Life here is never desirable here. Nothing works here just the way you see it on paper. Nobody owes us much, not even the government these international organizations have done far better than the government. We do not get interventions just when we need them; in terms of quality, quantity, and timeliness. We just survive, just anyhow. A lot of us go to the town to beg and do menial jobs, many ladies here are involved in prostitution for survival, petty business, and boys into petty stealing just to survive.[42]

Reports from the field have established that the CSOs have defended their inefficiency, noted by the IDP by blaming it on inadequate human and material resources, security threats, and the overwhelming number of IDPs due to the exponential escalation of humanitarian emergencies; which have continued to intensify displacement.

Impact: This section focuses on the difference the various interventions were able to make; which points to the extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects. Impact addresses the ultimate significance and potentially transformative effects of the intervention. It seeks to identify social, environmental, and economic effects of the intervention that are longer-term or broader in scope than those already captured under the effectiveness criterion. Beyond the immediate results, this criterion seeks to capture the indirect, secondary, and potential consequences of the interventions. It does so by examining the holistic and enduring changes in systems or norms, and potential effects on people's wellbeing, human rights, gender, equality, and the environment.

Table: 2. Civil Society Organizations, Areas of Key Interventions and Impact in Benue IDP Camps

S/No	Civil Society Organizations (CSOs)	Key Interventions	IDP Camp	Impact
1.	Médecins Sans	Primary	Ichwa,	Reduced death

[41] Personal Communications at Agatu, Ichwa, Logo, and Naka. Although the first oral interview on this note was carried out in Naka, on 10 May 2023; however, reports from other IDP camps reflected the same opinion as regards timeliness, quality, and quantity of interventions.

[42] Personal Communications with an IDP, at Ichwa IDP Camp, 25/04/2023.

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	Frontières	healthcare, Water (Borehole), Toilets	Ortese, Naka and others	by 50%, ensured Sanitation and hygiene, reduced open defecation and spread of disease.
2.	United Nations Children Trust Fund	Educational Facilities	Daudu I & II	Children were encouraged to learn
3.	International Organization for Refugees	Shelter	Daudu I & II	Protected more than 600 IDPs from rain and harsh climate conditions
4.	Foundation of Justice, Peace, and Development	Psycho-social Interventions- Provision of local drums and counseling; vocational training.	Naka, Logo, Abagena, Ortese, Daudu I & II	Help deal with depression, helping IDP heal from different kinds of trauma
5.	Victims Support Fund (VSF)	Bags of rice, cartons of Indomie, clothing, and other relevant items	Agatu, Logo, Ichwa and others	Reduced hunger and the proneness to social vices
6.	International Committee of Red Cross (ICRC)	Bags of rice, mosquito nets, groundnut oil, etc	Logo, Naka, Ichwa, Abagena, Ortese etc.	Reduced hunger and proneness to social vices and diseases like malaria
7.	United Nations High Commission for Refugees (UNHCR)	Buckets, 25 liters of rubbers, and household utensils.	Agatu, Logo, Abagena, Ortese camps.	Helped IDP with household utensils and gave them the courage to face life again, especially after the flood

Source: Fieldwork: 2023.[43]

[43] Table two was drafted after careful administration of unstructured interviews with IDPs from different camps for this study, 2023.

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While the above shows clear areas of key interventions, it is however not exhaustive, as the listed CSOs would have also made some milestones in some other areas not mentioned above. Further research is however required to know other important grounds that have been covered by the afore-mentioned organizations and others not mentioned in this study. The above CSOs were mentioned because research across the IDP camps has revealed that they are the most consistent and professional in service deliveries.

Sustainability: This is focused on the extent to which the benefits or impacts of the intervention continue or are likely to continue, in the medium term or long term. A cross-section of Focused Group Discussions at Abagena, Ichwa, and Naka averred that:

> Interventions focused on vocational training, the establishment of primary healthcare centers, digging of boreholes are more likely to be sustainable; and enhance sustainable transformations, while interventions like food items and mosquito nets, etc are likely to be for the medium term. However, that does not by any means reduce the very important area of food and medical supplies.[44]

Also on sustainability; this study also probes into the sustainability of interventions by CSOs. A top member of a CSO mentioned that:

> In the sustainability of our interventions, many factors are involved. Some of those factors include the government's continual support, to ensure complementarity, rather than being adversarial, implement policies and legislative frameworks that will ensure that the shrinking spaces of civil society operations are dealt with; by turning down some unreasonable legislations that contribute to creating tension between them and the government.[45]

From the above, dimensions of sustainability exist, ranging from sustainability of government support to the CSOs operating in the regions, second, sustainability of interventions to the IDPs, and third, implementing projects that sustain transformations that will be for a long term. In all these, the CSOs hope that they will continue to provide more interventions to alleviate suffering in the IDP camps; if the government continues to provide them with security that will guarantee the safety of their staff members.

Covid-19 Pandemic and Humanitarian Interventions in the IDP Camps

Owing to the important position the coronavirus has in history and its huge impact on health structures across the world, this section explores how

[44] Focused Group Discussions with IDP at Naka, Ichwa, and Abagena IDP camps, 28/04/2023.
[45] Personal Communications with the Programme Coordinator of one of the CSOs at Makurdi. 1/05/2023.

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international CSO intervention impacted the lives of the IDPs in camps in that period. The outbreak of the pandemic in Wuhan, China[46] left a multilayers of suffering for the Internally Displaced Persons (IDP). This was because of government shutdown regulations to curtail the spread of the virus. This made many CSOs operate very skeletally, so much so that the dread of the virus did not allow them to operate at full scale as they used to. The IDP was abandoned by the government which claimed that as a result of the drop in oil price which eventually led to low allocation from the federal government, they will not be able to take care of the IDP.[47] During the period, a lot of them had to embark on street protests, street begging, petty stealing, and prostitution for the ladies for survival.[48]

According to a respondent: 011

> The Covid-19 era was a harrowing moment for us. A complete moment of hopelessness, chronic hunger, malnourishment, and death. Suddenly, there was a lockdown, and food, water, and drug supplies became skeletal and eventually stopped. We were requested to constantly wash our hands to avoid the virus, but where is the water? The camps were overcrowded already when they said we should not be more than 15-20 in a room. How is that exactly possible? Eventually, certain CSOs, like MSF, ICRC, and some faith-based organizations started coming to give us nose masks, as well as provide education about the virus. We were even told old people like me were more at risk. [49]

On CSO Interventions in Logo: Respondent 012.

> It could have been worse. We commend and thank a few of the CSOs who were able to make their way into the camp at that moment. A lot of people died in this particular camp. Although, the interventions from the CSOs have never been adequate; however, they saved a lot of us from death. Sadly, we got the news that a few CSOs also lost their staff members to the virus. [50]

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[46] United Nations Organization: UN Nigeria Announces COVID-19 Emergency Response for Displaced and Most Vulnerable in North East, Nigeria. UN in Nigeria Publications, 2020. Available at https://nigeria.un.org/en/39611-un-nigeria-announces-covid-19-emergency-response-displaced-and-most-vulnerable-north-east accessed 25/08/2023. s

47 Tertsea Ikpanor. "At the tipping point of a failed state": The Politics of Governance and Democracy in Benue State of Central Nigeria. Conference Paper, September 2019. Available at https://www.researchgate.net/publication/335834692.

48 Uche Igwe 'Understanding how corruption Impacted Nigeria's COVID-19 Response'. London School of Economics, 2022. Available at https://blogs.Ise.ac.uk/africaaIse/2022/10/07/understanding-how-corruption-impacted-nigerias-covid-19-response/. Accessed 25th August 2023.

49 Personal Communication with an elderly IDP, at Abagena, 23/04/2023.

[50] Personal Communications at Logo IDP Camp, 28/05/2023.

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COVID-19 wreaked unusual havoc, and increased the rate of hopelessness, despair, and hunger in the camps, a few CSOs were still able to provide dimensions of assistance; while wearing the COVID-19 kits to avoid more casualties. Simultaneously, the herdsmen were still attacking the IDP camps during COVID-19,[51] and many states in Nigeria were also busy hoarding palliatives.[52-53]

Conclusion

Several humanitarian emergencies happened within the period of this study. Ranging from man-made disasters like the Farmers and Fulani herders conflict; leaving several hundred killed, injured, and displaced; as well as natural disasters like the COVID-19 pandemic; and floods across Benue state. At those moments, several international humanitarian CSOs had come in to salvage the situation, by intervening to reduce the level of suffering in the IDP Camps. However, using the hierarchy of human needs theory and the OECD impact assessment criterion, this study established that the IDP was faced with two spectacular problems, first, certain interventions like food, shelter, water, and primary healthcare match their needs; but faced with poor timeliness during deliveries and below par with quantity; second, another kind of interventions that are not focused on the needs of the IDP like agricultural boost; and psychosocial interventions; these two factors ensured that recorded impact across the IDP camps were minimal. These failures are occasioned by necessitous context analysis, poor need assessment of the IDP in camps; lack or inadequate consultation of the beneficiaries, unprofessionalism, silo-like *modus operandi*, and others listed earlier in this study.

In situations where external coherence was employed, rather than working in silos, CSOs were supposed to partner with themselves to ensure that the basic needs of the IDP were first catered for, before the introduction of psycho-social interventions and other forms of interventions that the outcomes do not match the needs of the internally displaced persons. This largely played down on relevance of the intervention, as the outcome of many of the interventions did not match the needs of the IDP. For example, the Bill and Melinda Gates Foundation entered a partnership with the Benue State Government to boost agricultural production in 2015;[54] at a point when the herdsmen were brutally sacking villages, destroying farms, and killing and displacing rural and peasant farmers; as good as that intervention seems, a partnership to boost security and forest governance will ensure a haven for farmers to return to the farm, should

[51] Wantu, J and Akhaine, S. 'Ortom Weeps as herders attack Benue IDP camp, kill seven', *The Guardian Newspaper*, 28 April 2021
[52] Taiwo Adebulu. 'It's Provocative to hoard COVID-19 Relief Materials', says Falana. The Cable News, 27, October, 2020. Available at https://www.thecable.ng/its-provocative-to-hoard-covid-19-relief-materials-says-falana/amp/ accessed 20th August 2023.
[53] Onyedika Agbedo et'al (2020) FG's COVID-19 Palliatives: Why Nigerians are not feeling the Impact. The Guardian, 8th August, 2020. Available at https://guardian.ng/Saturday-magazine/fgs-covid-19-palliatives-why-nigerians-are-not-feeling-the-impact/ accessed August, 20th 2023.
[54] Bill Gates Foundation, Benue Govt. Partner on New Agricultural Innovations', November 17, 2015. Available at https://www.channelstv.com/2015/11/17/bill-gates-foundation-benue-govt-partner-on-new-agricultural-innovations/

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have been treated as a priority; that would have contributed more to boosting agriculture.

Recommendations

The study recommends the following in carrying out humanitarian interventions.

1. Before an intervention, donors and stakeholders should take time to study the context, and do a critical needs assessment and analysis; to know the people or beneficiaries, and the exact areas they need interventions. Once this is done, then the CSO can write its terms of reference. This will lead to effective management of resources; and an eventual outcome that matches the needs of the beneficiaries.

2. This study established that the rate of coherence, external coherence- meaning partnership between Civil Society Organizations is largely inchoate in the Benue region due to a lack of trust; and this is leading to poor outcomes of interventions. This study suggests that CSOs involved in humanitarian interventions should collaborate with residents and international stakeholders to tackle the underlying causes of conflict and provide security to communities affected by war, rather than operating independently.

3. Finally, more energy should also be invested in interventions with the potential for long-term sustainable transformation and development across communities.

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