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INVOLVEMENT, OPPORTUNITIES AND CHALLENGES FACING DISASTER
RESPONSE ORGANIZATIONS IN KENYA

A CASE STUDY OF THE KENYA RED CROSS SOCIETY

BY

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DECLARATION

This project report paper is my original work and has not been presented for a degree in any other University.

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ABSTRACT

Disasters are extreme events which result in widespread social disruption, trauma, extensive property damage and loss of life and social economic loss. Over the years Kenya has experienced several kinds of disaster including, drought, floods, terrorism, landslide, HIV/Aids, diseases epidemics, transport accidents and fires. When disaster strikes, the National Government assumes the primary responsibility for response and recovery assisted by other humanitarian organizations like the Kenya Red Cross Society. The Kenya Red Cross Society through its regional offices and widespread network of volunteers has been responding to disaster in a very effective and efficient manner. This study will seek to find out how Kenya Red Cross is able to be in the forefront in responding to disasters, the challenges faced and lessons learnt.

This study applied a case study design. Purposive Sampling method was used to select senior managers and volunteers in KRCS. The study applied observing and interviewing as the principal data collection techniques. The data collection instrument for this study was a structural interview schedule. Secondary data and information was obtained through reviewing KRCS printed, published and unpublished documents.

The study found out that the large network of committed and youthful volunteers at the community level enables the Red Cross respond to disasters effectively and timely anywhere in the country. The assistance received from the International Federation of Red Cross and Red Crescent Societies and other International NGOs. For profit corporations and individuals both financial and material enable Red Cross to be the leading humanitarian organization, and a natural ally of the Government to reach vulnerable communities. Vulnerability and risk reduction strategies embedded in KRCS community programmes, prepare communities to respond to disasters. The KRCS early warning system has also proved very effective.

The KRCS faces several challenges in both its operational programmes and logistical operations. The swelling of numbers of beneficiaries in the communities has put a huge challenge to the Society as it must source for extra funds. Lack of safe drinking water in

many rural areas, poor infrastructure, limitations in retaining skilled staff, and the swelling numbers of HIV/AIDs infection has affected the ability of KRCS to respond to disasters. To overcome these challenges, KRCS has embarked on a decentralization programme and is strengthening the capacities of local branches and youth volunteer programmes, and encouraging branches to start income generating activities for self-sustainability.

The study recommended a number of measures including the establishment of a permanent funding system for disaster management, and the incorporation of vulnerability and risk reduction strategies in national development. Further research on the area of disaster, financing is necessary to ensure timely availability of resources.

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ABBREVIATIONS

UN		United Nations Organizations
GoK		Government of Kenya
NADIMA	-	National Disaster Management Authority
KFSM -		Kenya Food Security Meeting
EMCA	-	Environmental Management Coordination Act
IGAD	-	Inter Governmental Authority on Development
WHO	-	World Health Organization
UNICEF	-	United Nations Childrens Fund
NGO	-	Non-Governmental Organization
KRCS	-	Kenya Red Cross Society
WFP	-	World Food Programme
NDMP	-	National Disaster Management Policy
IFRC	-	International Federation of Red Cross and Red Crescent Societies
DM	-	Disaster Management
OCHA	-	Office for the Coordination of Humanitarian Affairs
CVA	-	Capacities and Vulnerability Analysis

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CHAPTER ONE

INTRODUCTION AND PROBLEM STATEMENT

1.1 Background of the Study

Disasters are extreme events, which result in widespread social disruption, trauma, extensive property damage and loss of life and social economic loss. In the world for example the incidence of disaster increased by more than four fold during the period 1975 – 2002. Also the number of people affected, injured, left homeless or hungry, tripled to 2 billion during the past decade (1990 – 2000) and those at risk have been growing by 70 to 80 million per year (UN-2002). Major disasters in the world include, the Bombing of the World Trade Centre - 9/11, Katrina, and Mozambique Floods. Over the years Kenya has experienced several kinds of disasters including, drought, floods, terrorism, landslides, HIV/Aids and disease epidemics, transport accidents and fires, which have resulted to loss of lives and caused damage amounting to billions of shillings. The most recent disaster in Kenya was as a result of the post-election violence where more than 1,300 people were killed and over 400,000 displaced and property worth more than 35 billion destroyed (Daily Nation, 2008). The current drought causing famine has affected more than 10 million people. Disaster present unique social problems that demands immediate and differential response.

When disaster strikes, the National Government will assume the primary responsibility for response and recovery. The Kenya Government and the Kenya Red Cross Society (KRCS) and other organizations work together in ensuring that individuals affected receive emergency service, to be able to return to normal functioning with minimal suffering, loss of life, and disruption of services. The Kenya Red Cross Society (KRCS) is a leading humanitarian organization, which was incorporated under the Society Act Cap 256 of 1965. Before this Act the Red Cross existed as a branch of the British Red Cross Society. (KRCS Act Cap. 256

of 1965). KRCS is recognized by the Government as a voluntary aid society auxiliary to the public authorities.

The Kenya Red Cross is a part of the network of the International Federation of Red Cross and Red Crescent Societies (IFRC). The Red Cross and Red Crescent Societies are well respected all over the world due to the special role they play during disasters, such as the November, 9th terrorist attack on the World Trade Centre, the Asian Tsumani, the Katrina, the 1998 terrorist bombing of the USA Embassy in Nairobi. The Red Cross idea dates back to 1859 when Henry Dunant, a Swiss national came upon the scene of 40,000 men dead or dying during the Crimean War. The wounded service men lacked medical attention, and Mr. Dunant organized the local people to bind the soldiers wounds, feed and comfort them. Mr. Dunant was later to write

"Would there not be means, during a period of peace and calm, of forming relief societies whose objective would be to have the wounded cared for in time of war by enthusiastic devoted volunteers, fully qualified for the task"

The Red Cross was borne in 1863 when Mr. Dunant and other four men set up the International Committee for relief to the wounded, which later become the International Committee of the Red Cross under the 1st Geneva Convention. (IFRC Records).

The Kenya Red Cross has been working to prevent and alleviate human suffering by making communities more aware of the risks they face, how to reduce their vulnerability, and how to cope when disaster strikes. The Kenya Red Cross programs are grouped into four main core areas: promoting humanitarian principles and values; disaster response; disaster preparedness; and health and care in the community.

In June 1999, the Government of Kenya in collaboration with the United Nations Disaster Management Unit developed a disaster management strategies tailored to the Kenya situation. The overall goal of the National Disaster Management

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Policy is "*to establish and maintain an efficient, effective and coordinated system for managing disasters, in order to minimise losses and resulting disruptions of the population, economy and the environment* (GoK 2002)", The Government has committed itself to mobilizing resources in order to provide on going leadership in disaster management to minimize disruptions and losses resulting from disasters.

The Disaster Management Policy is linked to the Kenya Red Cross Society Act (Cap 256). The policy states that the National Disaster Management Agency (NADIMA) aims to work closely with the KRCS on emergency response and disaster risk reduction programmes. Other programmes which respond to disaster are, the United Nations Agencies i.e. United Nations Children Fund, the World Health Organizations, World Food Programme (WFP), International and Local Non-Governmental Organizations (NGOs) and finally the affected communities. Very often these organizations have unfamiliar procedures, different philosophies and practical approaches, increasing the need for multi-organizational and multi-disciplinary coordination among them.

1.2   Problem Statement

Disaster as an area of social inquiry in Kenya is still nascent. Until the terrorist bombing of the American Embassy and the Cooperative building in down-town Nairobi in August 1998, disaster management as a priority area in Kenya was not significant. The terrorist bombing event marked the turning point in Kenya when a disaster framework was found necessary, and NADIMA was created to deal with such eventualities in future. It is against this background that research in the area of disaster management emerged in Kenya.

Disaster constitutes a severe problem with multifaceted consequences including high number of human fatalities and substantial socio-economic and psychological consequence. The work involved in disaster response and recovery is exceptionally challenging as a result of the complexity of disasters. A disaster response operation involves trade-offs of speed, cost, and accuracy with regard to

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the type of goods that are delivered their quantities, and the movement of staff in large numbers to the field, and ensuring their safety and shelter and the accountability for end results. Operations can be in many challenging places which the corporate sector and business shun. Dealing with large scale calamity on short notice and often under dangerous conditions posses a great challenge to responders.

A Social Audit of Disaster Preparedness, Plans and Structures in Kenya concluded that policies aimed at strengthening disaster preparedness take too long to be finalized and enacted into law (S.K. Maina, 2008). This study however, will concentrate on disaster response by one of the major voluntary based humanitarian organizations, to find out how KRCS manages to be in every trouble spot in this country. In another study of Emergency preparedness in railroad transport, the focus was on preparedness of the Rift Valley Railways and not on how organizations respond to such emergencies when they occur (Kamata, 2008).

According to Heide (1989) disasters may cross-jurisdictional boundaries. They change the number and structure of responding organizations and may result in the creation of new organizations, and new tasks. In such a situation, without coordination, resources may not be shared or distributed according to need, there may be insufficient communication and control, resulting into duplication of effort, omission of essential tasks, and even counter productive activity.

The study is designed to investigate the experiences, involvement, opportunities, challenges and constraints faced by the Red Cross Society in grappling with this phenomenal and yet unpredictable task. More often disasters strike at the most inconvenient hour, when most unexpected, therefore, making accurate plans becomes a mirage since its nature or scale can never be predicted. Given this complexity and unpredictability of disaster it is important to find out how Kenya Red Cross is able to navigate within such a stormy situation to reach those in need, when other organizations seem to be hesitant.

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According to Heide (1989) Organizations involved in disasters management need to recognize their inter dependence. However, most organizations respond by continuing their independent roles, failing to see how their functions fit into the complex total response effort. Heide (1989) calls this the Robinson Crusoe Syndrome" (We are the only ones on the Island) Disasters often provide a limelight which feeds egos, and careers creating heroes. This encourages competition among entities, which need to work together resulting in delay in service delivery.

Hence this study is designed to find out how Kenya Red Cross is networked with other organizations, what factors inform or motivate the networks and how such networks function in the overall service provision. Kenya Red Cross Society (KRCS) like all other organizations function within a legal framework and policy environment. These research seeks to find out the legal framework that Kenya Red Cross operates within and how the framework is facilitative or constraining.

Since its legal incorporation, in 1965, the Kenya Red Cross has been on the forefront in disasters relief operations. The key concern for this study is to find out the extent to which its experiences over the years has been a learning ground and whether and how it is presently prepared to a timely response to future disasters.

1.3   Overall Objectives

The study will attempt to pursue the following objectives:-

1.   To examine critical roles played by the Kenya Red Cross Society in disaster management.
2.   To find out the enabling and disenabling factors in response to disasters in Kenya.
3.   To establish the existence and nature of interactions between Kenya Red Cross Society and other agencies in disaster response.
4.   To establish how experience is used in establishing more relevant disaster approaches.

1.4 Research Questions

The study will seek to answer the following questions.

(1) What are the procedures and structures for Disaster Management in KRCS.

(2) Are there disaster response plans in Kenya.

(3) Is there an institutional framework for disaster coordination in the country?

(4) What are the challenges faced by Kenya Red Cross in responding to disaster?

1.5 Justification of the Study

Kenya experiences a number of natural disasters, the most common being weather related, including floods, droughts, landslides, lightening thunderstorms, wild fires, and strong winds. Other hazards experienced in Kenya include HIV/Aids, intra conflict, terrorism, road/air accidents (KQ) and fire. In the recent past these hazards have increased in number, frequency and complexity. Between 1964 and 2005 eleven (11) droughts were recorded, affecting more than 4 million people. The current drought in the country 2008/2009 has resulted in severe famine, and has so far affected more than 10 million people who lack clean water and food. The level of destruction has also become more severe with more deaths of people and animals, loss of livelihoods, destruction of infrastructure among other effects resulting in losses of varying magnitude.

It is expected that the findings of this study will document weaknesses, challenges, opportunities, lessons and various efforts undertaken towards disaster response. This study will therefore help to flag up the critical areas that the Government should address in order to strengthen capacity to respond to disasters in a timely efficient and effective manner in the future.

1.6   Definition of Significant Terms

Disaster

A disaster can be defined as a serious disruption of the functioning of the society causing widespread human, material or environmental damage and losses which exceed the ability of the affected community to cope using their own resources.

Emergency Management

It involves preparing, supporting and rebuilding society when natural or human made emergencies occur. It is a continuous process by which all individuals and groups and communities manage hazards in an effort to avoid and ameliorate the impact of disasters resulting from the hazard.

Emergency Planning

Emergency planning includes developing a set of activities and systems to prepare for and predict emergencies. Forecasting and warning systems, community education, emergency operations centers, and medical and food stockpiles are part of the preparation.

Risk

Risk is the probability of harmful consequences or loss resulting from the interaction between natural hazards and vulnerable conditions of property and people.

Hazard

A potentially damaging physical event, human activity or phenomenon with a potential to cause loss of life or injury, property damage, social and economic disruption of life, environmental degradation among other effects.

Vulnerability

Vulnerability refers to a set of conditions resulting from physical, social, economic and environmental factors, which increase the susceptibility of a community to the impact of disasters. Vulnerability also refers to the

characteristics of a person or group in terms of their capacity to anticipate, cope with, resist and recover from the impact of a natural hazard.

Mitigation

Short and long-term actions, programmes or policies planted in advance of a natural hazard or in its early stages, to reduce the degree of risk to the people, property, and productivity capacity.

Preparedness

Pre-disaster activities designed to increase the level of readiness or improve operational capabilities for responding to an emergency.

Response

Actions taken immediately before, during or directly after a disaster to reduce impacts and improve recovery.

Impacts

Specific effects of hazards or disasters also referred to as consequences or outcomes.

Drought

Can be described as the naturally occurring phenomenon that exists when precipitation has been significantly below normal recorded levels causing a serious hydrological imbalance that adversely effects land resource production systems.

Decentralization

The transfer of responsibility for planning, management and allocation of resources to the local level away from the centre.

CHAPTER TWO

LITERATURE REVIEW

2.1   Introduction

This chapter outlines the fundamental concepts used in disaster management and response, and also the theoretical framework upon which the study will be anchored.

2.2   Definition of Disaster

A disaster is defined as damage and disruption that exceeds the affected society's capacity to cope (Gellert 1999). Twigg (2004), defines disaster as that which occurs when the impact of a hazard on a section of society causes death, injury, loss of property or economic losses and overwhelms that society's ability to cope. UN defines disaster as a serious disruption of the functioning of a community or a society causing widespread human, material, economic or environmental losses that exceed the ability of the affected community or society to cope using its own resources (UN – 2002). An event, series of events or a process, which gives rise to casualties and/or damage, or loss of property, infrastructure, essential services and means of livelihood on a scale which is beyond the normal capacity of the affected communities to cope unaided (Quarantelli 1996:4).

McEntire (2001) notes that defining a disaster is perhaps the most important and fundamental question facing disaster scholars today. To chart the future of disaster management, it is observed that it is inevitable to examine the nature of disaster and factors contributing to vulnerability (McEntire 2001).

Disaster results from the combination of hazards, conditions of vulnerability and insufficient capacity or measures to reduce the potential negative consequences of risk. A baseline survey undertaken in Africa indicated that development was at risk from disasters mainly because of gaps in the following areas: institutional framework; risk identification; knowledge management; governance and emergency response (ISDR) 2004).

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Disasters are caused by both natural and human factors   Natural disasters include such phenomenon as drought, famine, flash floods, wild fires, earthquakes, volcanic eruptions and epidemics. Natural disasters affect more than 211 million people in the world every year, and cause damage estimated at billions of dollars.

The Executive Board of Research Committee on Disaster of the International Sociological Association made a declaration that;

all disasters are failures on the part of human systems. In every disaster, the physical and social infrastructure fails to protect people from conditions, which threaten their well being.

2.3   Institutional Framework

Historically, disaster management in Kenya was not viewed as an integral part of development planning and disasters were responded to in an adhoc manner when they occurred. It was not until the devastating effects of El Nino floods in 1997 hit most parts of the country, when the National Disaster Operation Centre was set up in January 1998.   In June 1999, after the terrorist bombing of 1998, the Government of Kenya (Gok) in collaboration with the United Nations Disaster Management sought to develop disaster management strategies tailored to the Kenya situation. The National Disaster Management Policy was printed in 2002 (GoK 2002).   A Draft policy (2007) is awaiting Cabinet and Parliamentary approval.

The National Disaster Management Policy (NDMP) (Draft 2007) recognize the importance of effective coordination and communication at all levels among all participating institutions. The policy recognize the need to develop capacity to respond to disasters and establishes the institutional framework that enhances coordinations and development of appropriate expertise.   The policy also recognizes the fact that disaster management is multi-sectoral and multi-disciplinary issue and hence promotes close linkage between the sectors concerned at national, district and local levels and involves the private sector,

state corporations, United Nations Organizations (UN), non-governmental organizations, the media and religious organizations in disaster management. The need for research and information, dissemination and implementation of research findings is also recognized in the National Disaster Management Policy (NDMP Draft, 2007).

The major disaster management institutions in Kenya are the National Disaster Management Authority (NADIMA), the Kenya Food Security Meeting (KFSM), Local Authorities and District Security Committees. The National Disaster Management Policy (NDMP) is linked to a number of other Acts including the Environmental Management and Coordination Act (EMCA 1999) which has a provision for hazard prevention. The Kenya Red Cross Society Act (Cap 256) mandates the voluntary society to respond to emergencies. The Water Act 2002 (Cap 372) empowers the Minister for Water Resources to declare an emergency where there is exceptional deficiency of water for domestic use. The St. John's Ambulance of Kenya Act (Cap 259) provides for a reserve of technical staff that supplements the medical services of the Government (Gok) during times of disaster. The Local Authority Act (Cap 265) provides for the establishment of a disaster management office in every Local Authority. Other relevant Acts include the Public Health Act, the Forest Act and the Chief's Act.

2.4   Responding Organizations

Various departments of the Office of the President deal with disaster management. Among these are the National Operations Centre, Arid and Semi Arid lands Resource Management Project, the Department of Relief and Rehabilitation and the National Aids Control Council. There are also specialized units dealing with various aspects of disaster management such as the Police Department, the Department of Defence, National Youth Service, Local Authorities, Fire Brigade, Hospitals and the Directorate of Labour among others, Inter Governmental Authority for Development (IGAD) International Federation of Red Cross and Red Crescent Societies (IFRC), World Food Progamme (WFP),

World Health Organization (WHO), UNICEF and other UN agencies and other bilateral partners and international NGOs also play a major role.

2.5 The Kenya Red Cross Society Act – Cap 256

Cap 256 of 1965 established and constituted the Kenya Red Cross Society in Kenya. The Act set out the objectives of the Society as:-

(a) to furnish volunteer aid to the sick and wounded in time of war and to non-belligerents and to prisoners of war and civilian sufferers from the effects of war;.

(b) in the case of catastrophes or public disasters to provide the victims thereof with relief;

(c) in times of peace or war to carry on and assist in the work for the improvement of health, the prevention of diseases and the mitigation of suffering throughout the world;

(d) to promote the Junior Red Cross movement among the youth of all races, and

(e) to propagate the ideals and the humanitarian principles of the Red Cross with a view to developing a feeling of solidarity and mutual understanding among all men and all nations. Kenyans of all races, irrespective of gender are free to join the Society.

The Red Cross was also recognized by the Government as a voluntary aid society auxiliary to the public authorities both for the purpose of the Scheduled Conventions and otherwise, and has the right in conformity with the Scheduled Conventions to use the heraldic emblem of a red cross on a white ground (KRCS Act 1965). The independence and voluntary nature of the Society is respected in accordance with the resolution related to National Red Cross Societies adopted by General Assembly of the United Nations on the 19th November 1946 (IFRC Records).

2.5.1 Vision, Mission of Kenya Red Cross Society (KRCS)

The Kenya Red Cross Society plays a critical role in disaster management in Kenya.

Vision

"to be the leading humanitarian organization in Kenya, delivering excellent quality service of preventing and alleviating human suffering to the most vulnerable in the community" (KRCS – 2006).

Mission

"In pursuant of our vision of preventing and alleviating human suffering, the KRCS mission is to build capacity and respond with vigour, compassion and empathy to the victims of disaster and those at risk, in the most effective and efficient manner" (KRCS – 2006).

The KRCS has successfully established 5 regional offices. These offices are in Central, Coast, North Eastern, North Rift and Nyanza. The regional offices are linked by radio, telephone and internet. The concept of a regional office brings all Red Cross branches in the province or geographical settings, into a cluster with the intention of creating operational and financial synergies and capacities for improved service delivery. There are about 70 Red Cross branches in the country, a staff compliment of 465 and more than 70,000 volunteers across the country. The KRCS budget has grown from Ksh.338 million in 2005 to Ksh.1.46 billion in 2006 (KRCS-Annual Report, 2008).

2.5.2 Priorities of the Kenya Red Cross Society (KRCS)

The KRCS priority areas of focus are disaster management, health and social services, organizational developments, dissemination and public relations. (KRCS 2006 – 2010 Strategic Plan). In disaster management which is the focus of this study, KRCS intends to reduce the number of deaths, injuries and impact from disasters through disaster risks reduction and disaster management planning by:-

(i)   increasing capacity for mitigation, and response to disasters by communities living in disaster prone areas.

(ii)   reducing road accidents on the targeted highways

(iii)   improving food security situation

(iv)   increasing capacity of KRCS and partners to undertake Disaster Management (DM) activities in partnership with communities

(v)   increasing local community volunteers and youth capacity to address the most urgent situations of vulnerability

(vi)   strengthening capacity of regions and branches to effectively address the needs of the vulnerable in the community

(vii)   enhancing quality of KRCS volunteer management for sustainability and volunteer retention

(viii) promotion of the movement's fundamental principles and humanitarian values including non-discrimination, non-violence tolerance and respect for diversity within the Red Cross.

2.5.3   Fundamental Principles of the Kenya Red Cross (KRCS)

The fundamental principles of Red Cross were formulated in 1921, 58 years after the organization was founded when it was realized that the selfless desire to bring assistance and give voluntary humanitarian service would have to be organized on a worldwide scale, within a movement whose high ideals and code of action would rally support. After the Second World War (1939-1945), The Board of Governors at its XIXth session (Oxford 1946) and XXth session (Stockholm 1948) confirmed the four Fundamental Principles; **impartiality, independence, universality** and the **equality** of National Red Cross Societies and added thirteen supplementary Principles and six rules, for their application. Later on, in 1955 the Jean Picket "Red Cross Principles" was published. It considered with scientific precision, the nature of the Red Cross and set about deducing a doctrine. In so doing Picket rendered the Red Cross an inestimable service. The organization was at that time 92 years old.

Picket "Fundamental Principles" are a concise statement of the doctrine of the International Red Cross and Red Crescent Movement and the main source of its Unity. The Twentieth (XX) International Conference of the Red Cross (Vienna 1965) proclaimed the seven Fundamental Principles and decided that these would be read out with due   solemnity at the opening of each International Conference of the Red Cross. The Seven Principles are:- **(1) Humanity, (2) Impartiality, (3) Neutrality, (4) Independence, (5) Voluntary Services, (6) Unity, (7) Universality**.

It is a recognized historical fact that the Red Cross was founded with the noble intention of alleviating the suffering of war wounded and protecting war victims, however the initial aim has been extended to humanitarian activities in peacetime The aim of the Red Cross Movement is set out in the Principle of humanity, as follows.

"Its purpose is to protect life and health and to ensure respect for the human being".

The inclusion of the Principle of Humanity after the Red Cross movement had been in existence for a century (1965) may therefore be regarded as a change of concept as it has broadened the scope and has embodied the concept of active charity. Jean Picket in his commentary on the Principle of Humanity writes:

"The principle of humanity, from which all other principles flow, obviously has to stand in first place. As the basis of the institution, its provides at the same time its ideal, its motivation and its objective. It is indeed the prime mover for the whole movement. " (Jean Picket, 1955).

Although the National Societies are required to follow the Fundamental Principles, their independence in discharging their mandates is respected. They are to form their own statutes, programme and methods of organization and procedures.

2.5.4   Legal Framework

The Kenya Red Cross is in the forefront in promoting the capacity of domestic actors to meet their own needs during emergencies.   However it can only carry out its mandate effectively and in the background of existing National Legislations. The first element of disaster response is reducing the risk of disaster in the first instance, and recognizing that risk reduction is a development concern. The international community has recognized the central place of national legislation in promoting risk reduction. It is also recognized that law can address risk reduction from many different angles.   These include effective urban planning, building codes, shoreline and waterway management, industrial regulation, transport rules and environmental policy. While Kenya has legislation in most of these areas, these laws do not always highlight disaster reduction issues.

Laws can also promote community empowerment by ensuring that communities have adequate information about developing hazards for instance through vigorous environmental impact assessment regimes for construction projects and by ensuring that disaster awareness is integrated into education curricula.

Disaster laws can also ensure that community level institutions have prominent roles in detection and early warning systems i.e. drought and famine. There is no law in Kenya specifically addressing disasters management. What is in place is a National Disaster Policy (2002) and a revised draft (2007) and other ministerial Acts detailing the mandates of different sectors of the Government.

2.6   Disaster Management

Twigg 2004 defines disaster management to mean the broad development and application of policies, strategies and practices to minimize vulnerabilities and disaster risks throughout society, through prevention, response and preparedness. Disaster management and reduction is concerned with looking beyond hazard alone, thus incorporating prevailing conditions of vulnerability (Twigg 2004). It

has been observed that it is the social, cultural, economic and political settings in the country that makes people vulnerable to unfortunate events (UN 2002).

Disasters are generally viewed as low probability events and there is general apathy towards them. Planning for them may, therefore, seem impossible when exploring the hundreds "what ifs" and when resources are scarce. This is especially so when one considers that organizations, like people, are traditionally reactive rather than proactive in dealing with problems (Brody & Stone 1989).

Good planning and preparedness activities can significantly reduce the impact of a disaster, and may prevent death and injury. While a disaster plan is a key component of preparedness, it is not enough to protect people and property. Therefore, all necessary steps must be taken to mitigate and to prepare for disasters. These include procuring the necessary emergency equipment and services. The disaster plan must also be integrated into the overall plan and must be tested through drills and exercises that test the plans, people and tools. The key steps in disaster management are:- mitigation, preparedness, response and recovery.

(i)   **Mitigation**

Mitigation in disaster management is defined as sustained action taken to reduce or eliminate longer term risk to people and property from disaster and its consequences. The primary purpose of mitigation is to ensure that fewer people are victims of disasters.

This stage, therefore, mainly includes planning activities such as communications planning, land use planning, human resource planning and organization planning. It involves   activities such as avoiding construction in high-risk areas such as flood plains, fixing on speed governors and safety belts in order to reduce road carnage, or building flood dykes on river Nyando to slow down flooding of Budalangi location, evacuating illegal Mau forest settlers from water tower, undertaking

afforestation on the slopes of Mt. Kenya and Aberdares to stop soil erosion and disilting of River Tana, which produces more than 80% of the electric power in Kenya. Such activities end up mainly with operating procedures that should be implemented during real time response. The following functions are to be performed in mitigation stage:-

- Assigning responsibilities to organizations and individuals
- Setting forth lines of authority and relationships
- Describing how people and property will be protected
- Identifying resources available
- Identifying mitigation concerns during response and recovery activities

During the mitigation stage, the intent is to focus on actions that produce repetitive benefits overtime, not on those actions that might be considered emergency planning. The role of the Government at this stage is to coordinate the various actors and to enact the necessary Laws and Regulations and ensure that the laws are followed.

(ii)   **Preparedness**

Mileti (1991) asserts that preparedness includes fundamental activities such as formulating, testing and exercising disaster plans, training disaster management/response teams and the general public and communicating to the public and other stakeholders about disaster vulnerability and ways to combat such disasters. McEntire and Myres (2004) view disaster preparedness as involving anticipatory measures taken to increase response and recovery capabilities.

Preparedness is simply preparing for an emergency before it occurs. Although disasters are not easily predicted, historical data, geographic location and meteorological and seismographic indicators can pinpoint highly vulnerable areas, hazards mapping and Disaster preparedness can assist in preparing disaster prone communities. Disaster preparedness are measures taken to reduce to the minimum level possible, the loss of

human lives and other damages, through the organizing of prompt and efficient actions for response and rehabilitation.

Twigg (2004) notes that disaster preparedness has three main elements; forecasting events and issuing warnings, taking precautionary measures in response to warnings and strengthening capacity to deliver timely and effective rescue, relief and assistance.

Preparedness increases inter organizational coordination and communication especially on typical problems associated with disaster response operations (Auf der Heide 1989). Preparedness establishes the responsibilities of key players (McEntire and Myers, 2004). Preparedness helps to identify resources, e.g. personnel, time, money, equipment and supplies that may be needed for the response and recovery phases of disaster (Aud der Heide 1989).

McEntire and Myres (2004) acknowledges that the value of importance of preparedness and its process are sometimes unknown and difficult to quantify, and therefore those endorsing disaster preparedness are likely to encounter a lack of interest or even fierce opposition.

Training is an important principle of good disaster preparedness as it brings order to chaos during disaster, it translates information defined as needed by the plan into a coherent programme, teaches how to respond, and imparts skills to those responding. Public education is critical as it enhances people's quality of life, fosters local resiliency to and responsibility for disaster and promotes consensus building at the local level.

The terrorist bombing of the US Embassy in Nairobi in August in Nairobi 1998 demonstrated the lack of preparedness of the disaster responders, and most likely many more lives would have been saved and injuries better attended to had there been a better coordination of the rescue procedures.

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If preparedness were so critical to good disaster management one would ask why organizations are so unprepared for disasters such that they are caught unawares.

In 2005, the Ministry of Local Government commissioned a feasibility study on Fire Disaster Prevention and Management in Major Urban Towns (Orina & Partners-2005). The study found out that most of the local authorities do not have adequate capacity to prepare and respond to disasters. Their fire equipment are always in a state of disrepair and other fire fighting equipment are not available. Allocating adequate resources to the Fire Department is not considered a priority in the often cash strapped Local Authorities for example; The Nairobi City Council Fire Department vehicles are not operational (Nairobi Mayor, Nation 11/11/2009).

In another study, it was found out that most of the Local Authorities have very little money to procure firefighting equipment and to train their fire fighters and also that over 4,400 hydrants in the city are mostly unserviceable (Dr. Ocharo R-ALRMP II/UNDP, 2006). Majority of the emergencies in urban areas that KRCS responds to are fire related e.g. Mukuru Kwa Njenga, Kibera, Mathare, Nakumatt.

(iii)   Response

The onset of a disaster creates a need for time sensitive actions to save lives and property as well as for action to begin stabilizing the situation. The response stage is the most critical stage after the disaster has occurred. This period is a justification of preparedness and mitigation stages. The outcome of the previous stages can be valuable inputs to the response activities. Also resource coordination and management is crucial in the response stage. Response involves:-

- Plan implementation
- Combined and coordinated response
- Mobilisation of resources

- Provision of immediate relief
- Early alerting of other agencies

Once a disaster strikes, friends, relatives and neighbours carry out the overwhelming majority of search and rescue activities. It is impossible to predict how people will respond, but knowing of risks and preparing communities to face them can improve response.

According to the International Federation of Red Cross and Red Crescent (IFRC), disaster response include establishment of evacuation procedures, search and rescue, needs assessment and acquisition and distribution of emergency relief supplies (IFRC, 2002). Other activities may include; psychological counseling and rehabilitation of disaster victims. The Kenya Red Cross offers public education, training courses, first aid courses for communities preparation to disasters.

(iv)   Recovery

Recovery consists of those activities that continue beyond the emergency period to restore critical community functions and manage reconstruction. In the short term, the focus is on restoring infrastructure and service delivery. In the long term, the attempt is to restore community life. (Quarantelli, 1996:11). In the aftermath of an emergency, citizens may be outraged that certain 'avoidable' incidents took place and local officials did not sufficiently protect or warn them. However, even when warned of a looming disaster, people are often reluctant to leave their homes and farms, which might represent their life savings. The Mau forest water tower, and the Budalangi basin are good examples where early warning of a rooming disaster is not hindered by the community and the political elite.

Recovery is often a complex economic and social process, which requires resources and the concerted effort of international organizations and the

Government. Organizations give resources for response, but are reluctant to be involved in long-term recovery activities.

These four phases of Disaster Management Circle often overlap as there is often no clearly defined boundary where one phase ends and another begins. Successful disaster management coordinates activities in all four phases.

2.7 Coordination of Humanitarian Response

Each year humanitarian organizations respond to many crisis caused by natural disasters or political conflict all over the world. Organizations responding to disasters brings to the planning process their own authorities, legal mandates, culture and operating missions. Apart from providing assistance, these organizations are highly motivated to increase their visibility, gain media attention for their activities, and justify their existence, which will assist in generating funding for future operations. Such organizations are, therefore, unlikely to agree to be coordinated or to collaborate with other organizations. Coordination refers to a process designed to ensure that functions, roles and responsibilities are identified and tasks accomplished. Collaboration must be viewed as an attitude or an organizations culture that characterize the degree of unity and cooperation that assists within community. In essence, collaboration creates the environment in which coordination can function effectively.

McEntire (1997) broadly characterizes coordination as "the orchestration of efforts of diverse organizations" and "the orderly and organized direction of activities" (McEntire 1997:223). The Humanitarian and War Project offers a more specific and often cited definition of coordination as: "The systematic use of policy instruments to deliver humanitarian assistance in a coordinated effective manner. Such instruments include; (1) Strategic planning, (2) gathering data and managing information, (3) mobilizing resources and assuring accountability, (4) orchestrating a functional division of labour in the field (5) negotiating and

monitoring serviceable framework with host political authorities; and (6) providing leadership (Minear 2002:20).

Scholars suggest that coordination is important to improve service delivery effectiveness, in order to reduce duplication and improve organizational efficiency (McEntire 1997). The UN has been in the forefront in coordination efforts through the Office for the Coordination of Humanitarian Affairs (OCHA). Other efforts aimed at improving coordination include the "Code of Conduct" and the Sphere Project.

(i)   In 1994, the Code of Conduct (The Code) for The Inernational Red Cross and Red Crescent Movement, and Non-governmental Organizations in Disaster Relief was established with the goal of improving effectiveness for humanitarian assistance agencies. This Code aims to "govern the way the humanitarian agencies should work in disaster assistance" by developing a formal instrument against which the performance of humanitarian agencies can be measured" (Lancaster 1998). The Code represents standards against which signatory organizations conduct can be evaluated by outside groups and individuals.

(ii)   The Sphere Project and its guiding document the "Humanitarian Charter" provides guidelines that were intended to increase NGO operational transparency and accountability, both to donor organizations and to the beneficiaries of the humanitarian interventions. The Project has created a handbook containing, a humanitarian charter, minimum standards, key indicators and guidance notes on the five basic life sustaining aspects of disaster response: water and sanitation, food and nutrition, shelter and site selection, and health.

These two documents, "the Code" and the Sphere Project point to the fact that cooperation, communication, coordination and ethically principled behaviour are desirable in disaster response. This research paper also sought to find out how Kenya Red Cross Society has dealt with the challenge of inter-agency coordination, and collaboration.

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2.8   Potential impact of Disaster

Disaster cause humanitarian, economic and ecological impacts, as indicated below in figure 2.1.

Figure 2.1
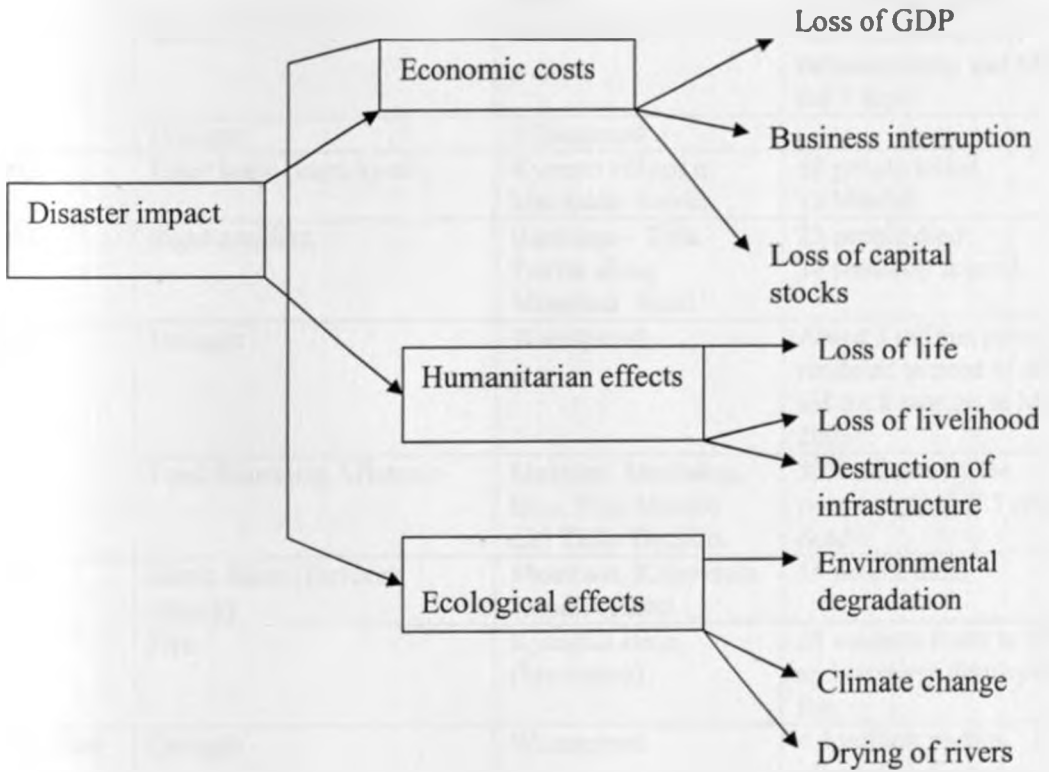
Table 2.2 Recent Disasters in Kenya - 1997 – 2008

Year	Hazard/Disaster	Areas Covered	Consequences/Impact
2008	Post Election Violence	Rift Valley and Nairobi	10 00 killed 400,000 displaced
2006	Drought	Widespread	
	Food poisoning (aflatoxin)	Machakos, Makueni and Kitui	12 deaths reported 35 cases reported
	Collapse building	Nairobi along Ngala Street	14 people dead 197 people injured
	Storm	Merti-Isiolo	4,000 people cut-off between Isiolo and Merti for 7 days
	Drought	Widespread	
2005	Illicit brew (kumi kumi)	Kyumvi village in Machakos district	50 people killed 10 blinded
2004	Road accident	Bachuma – Taita Taveta along Mombasa Road	23 people died 30 seriously injured
2004	Drought	Widespread	About 3 million people rendered in need of relief aid for 8 months in March 2005*
	Food Poisoning Aflatoxin	Makueni. Machakos, kitui, Ebu, Mbeere and Thika Districts	333 affected by the poisoning and 123 people dead
2002	Bomb Blast (Terrorist Attack)	Mombasa, Kikambala Paradise Hotel	15 people dead
2001	Fire	Kyanguli Boys (Machakos)	68 students burnt to death and property destroyed by fire
1999/2000	Drought	Widespread	4.4 million people affected bh famine
1999	Road Accident	Voi/Mtito Andei	40 people dead
1999	Train Accident	Tsavo	32 people dead 358 injured
1998	Bomb Blast (Terrorist Attack)	Nairobi	214 people killed and 5,600 injured
1998	Fire	Bombolulu Girls (Coast)	25 students burnt to death and dormitory and property destroyed
1997/1998	El Nino Flood	Widespread	1.5 million people affected

Source: Adopted from, National Policy on Disaster Management (Revised Draft) Nairobi, Kenya GoK 2007.

The human and economic cost of disasters has risen steeply over the past few decades. The number of people affected in the 1990's was nearly three times greater than during the 1970's. Economic losses in the 1990's were nearly five times higher in real terms than in the 1970's. The global warming, which is likely to create many extreme weather events such as storms and drought, as well as flooding, could push economic losses up to more than $300 billion a year within decades (World Disaster Report: 2002).

In a joint statement by the International Federation of the Red Cross and Red Crescent Societies (IFRC) the largest emergency relief organization, and the World Bank - the largest development sponsoring organization, concern about the challenges posed by natural disasters to developing countries and the poor was expressed as follows:

Reducing disaster vulnerability in developing countries may very well be the most critical challenge facing development in the new millennium. Rapid population growth, urbanization, environmental degradation, and global climate change are all contributing to an increase in the frequency and magnitude of disasters. And their most deadly impact is on the lives and living environment of the poor (Wolfensohn and Cherpitel 2002).

This statement calls for an increase in efforts to engage in disaster management in order to reduce the impacts of disaster events.

The growing toll of disasters around the world presents challenges to the Governments and responding organizations. These challenges emerge in the face of societal trends that converge to increase likelihood, magnitude, and diversity of disasters. Great population, migration of population to flood areas and the cities, increased economic and technological interdependence and increased environmental degradation are just interacting factors that underline the mounting threat of disasters (Red Cross 2001). Rising Societal exposure to disaster commands greater attention to their causes and how to mitigation them.

2.9. Determinants of natural disaster

Each year humanitarian organizations respond to many crisis caused by natural disasters or political conflict all over the world. A natural hazard is the necessary condition for the occurrence of a disaster. However only when hazards intersect with exposed, vulnerable elements at risk will a disaster occur and cause humanitarian, economic and ecological effects. Natural hazards are thus triggering disaster events. But, it is the elements at risk and their degree of vulnerability inherent in a social system that will define the final consequences. Thus natural disaster risk can be said to be defined by three factors: hazard, elements at risk, and vulnerability (Burby 1991: 137; Swiss Re 2000: 17).

2.10 Driving forces of natural disaster risk and potential impacts
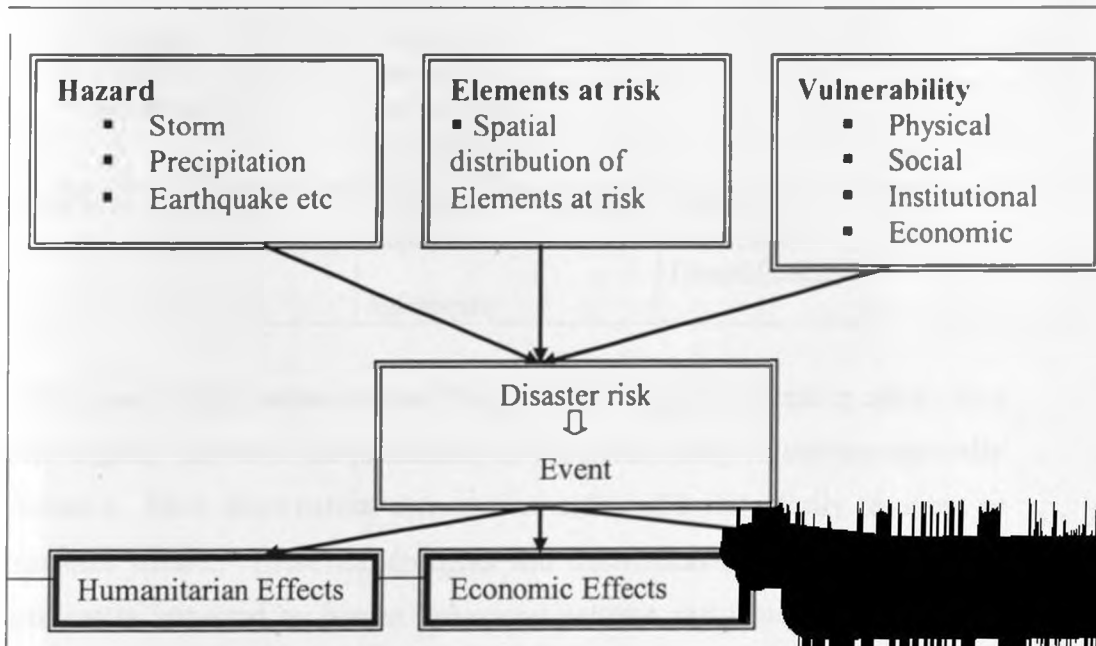
Source: Modified and extended based on Lass et al. 1998: 9.

Hazard, elements at risk and vulnerability are the three components that determine probability and losses.

Extreme natural events like storms, rainfall or earthquakes constitute the hazard. Elements in harms way may be effected in case of an event; these may be physical structures such as roads, dams, buildings, people or more broadly

society.   Vulnerability denotes the degree to which the element at risk might be affected by a specific level of hazard.

2.10.1. Hazard

Natural disaster can be defined according to the underlying hazard as follows:-

Classification of extreme events: Table 2.3

Class	Natural	Human made
Sudden onset events		
1. Extreme geotectonic events	Earthquakes Volcanic Eruption Landslides	Fires Technological Accidents Industrial Accidents Transportation Accidents
2. Extreme climatic conditions	Floods Storms Gales, hails Cold spells Heat waves	
Slow Onset	Drought causing famines. Epidemics	Famine Civil Strife Desertification

Sudden onset events cannot be modified, at all in tropical cyclone or merely to a lesser degree.   However the probability of occurrence may be anthropogenically influenced.   Slow onset natural disasters are either of a periodically recurrent or permanent nature.   These are droughts and desertification.   They are usually significantly impacted by human behavioral patterns and there is sometime for warning in advance.   For example famines caused by drought are largely a consequence of distribution bottlenecks and mismanagement in the affected regions.

The meteorological and the technological type of disasters are common in African region, particularly in Kenya.

2.10.2 Elements at risk

The elements at risk may relate to persons, building structure, infrastructure i.e. water and sewer facilities, roads and bridges or agricultural assets in harms way which can be impacted in case of a disaster event. (APPC 2000 of 2). It is however difficult and expensive to collect an inventory with the types, numbers, values, usage and special distribution of the exposed elements at risk.

Spatial distribution determining how exposed these elements are to the relevant natural hazards is of importance but such inventories often do not exist. Effective risk management is based upon:

(i)   the identification of the natural and manmade hazards that may have significant effect on the community

(ii)   the analysis of those hazards based on the vulnerability of the community to determine the nature of the risk they pose and

(iii)   an impact analysis to determine the potential effect they may have on specific communities. Mitigation strategies, emergency operations plans, pre and post disaster recovery plans should be based upon the specific risks identified and resources should be sought and allocated appropriately to address those risks. Communities in Kenya have very different risks and therefore mitigation measures should address risk specific to the community.

2.10.3 Vulnerability

Vulnerability refers to the susceptibility of the exposed elements to incur damages. Vulnerability can be defined as follows:-

The extent to which a community, structure, service or geographic area is likely to be damaged or disrupted by the impact of a particular disaster, hazard, on account of their nature, construction and proximity to hazardous terrain or a disaster prone area. (APPC).

Vulnerability is complex and has many elements which are influenced by a number of factors at different levels, from the local to the global. The different dimensions of vulnerability are:- .

(i) Physical vulnerability; this relates to the susceptibility to damage of engineering structures such as houses, dams or roads.

(ii) Social vulnerability: the ability to cope with impacts on the individual level.

(iii) Institutional vulnerability: referring to the existence and robustness of institutions to deal with and respond to natural disaster.

(iv) Economic vulnerability: economic or financial capacity to finance losses and return to a previously planned activity path.

Development can be defined as the process through which people move from vulnerability and low capacity to situation of low vulnerability and high capacities (Woodrow 1989). Every development effort should contain elements of disaster prevention, mitigation and preparedness designed to address local vulnerabilities. Many attempts have been made to develop methods for identifying and analyzing the different factors of human vulnerability, and human resilience or capacity (Twigg 2004). Capacities and vulnerability analysis matrix (CVA), was designed to make relief interventions more developmental. The basis of the CVA framework is a simple matrix for viewing peoples' vulnerabilities and capacities in three broad, interrelated areas: (i) physical/material, (ii) social/organizational, and (iii) motivational/attitudinal (Anderson and Woodrow -1998). In CVA one looks at vulnerabilities and capacities side by side.

When considering the physical/material realm, you need to assess what productive assets a community has, resources, skills and what hazards exists, for example poverty is a physical vulnerability. The poor live on marginal lands and are poor in health. These factors make them more vulnerable to disasters meaning they will have a harder time surviving and recovering from a disaster.

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In the social organization realm, one examines the relations and organizations among people e.g. people who are marginalized are more vulnerable to disaster meaning they will have a harder time recovering from disasters. However, people do have skills and knowledge, family and community which make them stronger.

In the motivational/attitudinal realm societies where the mood is one of discouragement and powerlessness are more vulnerable than those in which people feel a sense of efficacy and share motivation for change. It is worth noting that even within one community; different members have different vulnerabilities and capabilities e.g women and men. Women are usually more vulnerable than men and usually have fewer resources and more limited mobility.

Projects carried out by the different responding agencies might meet people's immediate need but fail to reduce their vulnerability to future disasters. The capacities and vulnerabilities matrix (CVA) basically shows that reduced vulnerabilities and increased capabilities are the only way to sustainable development and by appreciating local competence. McEntire (2004) proposed that vulnerability is due to cultural misunderstanding, permeable borders, fragile infrastructure and weak disaster management (McEntire 2004)

2.11   Theoretical Framework

A theory is defined by Kerlinger et al (1964: 11) as "a set of interrelated concepts, definitions, and prepositions that present a systematic view of phenomenon by specifying relations among variables with a purpose of explaining and predicting phenomenon". The very nature of theory lies in its explanation of observed phenomenon. The researcher therefore uses the theory that best explains the subject under study, in this case involvement, opportunities and challenges facing disaster response organizations in Kenya, with specific reference to Kenya Red Cross Society (KRCS). This study was guided by two theories; organization theory and behaviour and conflict theory.

2.11.1 Organization Theory

Organization Theory stresses the relationship between organization design and behaviour, and the efficiency and effectiveness of organization arrangements. It provides a framework for understanding how organizations are structured and how they work. The theory uses such terms as: formal and informal structures of control, task allocation, decision making, management and professionals in organizations, innovations, technology and organization change. This theory is useful in understanding how organizations raise and allocate resources, how they utilize human capital, and how work is coordinated among various agencies involved in disaster management.

Kreps (1978) examines organized disaster response using concepts of domain, task integration, human and material resources and activities. Kreps looks at the organizational apparatus set up prior to and in response to a disaster. The Concept of inter-organizational activity helps unmask what an organization does, disaster preparedness and response in relation to task integration (KREPS 1978).

2.11.2 Conflict Theory

Conflict is the overt struggle between individuals or groups within a society. It may occur between two or more people, social movements, interest groups, classes, organizations, ethnic or religious collectivities and other settings. Conflict often arises because of competition over access to, or control over scarce resources or opportunities. Stallings (1988) advocates that conflict theory is a worthy framework to explain individual behaviours and decisions in disaster situations. His main thesis is that disasters are not neutral factors in society, but are both independent and dependant variables in the struggle for control and power over societal arrangements of dominance and leadership (Stalling 1988).

The disaster response in the country has been characterized by situations that can well be explained using conflict theory. Examples include; the many organizations that respond to disaster always compete for resources, media exposure for control and power and sometimes end up creating chaotic situations.

This theory is mainly relevant in understanding disaster response phase, and for improving disaster preparedness.

CHAPTER THREE

METHODOLOGY

3.1 Introduction

This chapter describes the methodological design that was used in the study. The purpose of methodology is to describe the processes involved in designing the study to help structure the collection, analysis and interpretation of the data. This chapter covered site selection and description, research design, sampling procedure, data collection techniques, unit of analysis and data analysis.

3.2 Site selection and description

The study focused on reviewing involvement, opportunities and challenges facing disaster response organizations in Kenya with specific attention to Kenya Red Cross Society (KRCS). This organization has offices in various parts of the country. Patton (2002:224) states that "there is no rule of thumb that tells a researcher precisely how to focus a study. The extent to which a research question is broad or narrow depends on purpose, the resources available, the time available and the interests of those involved. In brief, these are not choices between good and bad, but choices among alternatives, all of which have merit".

Due to time and money limitations, the study will purposively focus on the two offices in Nairobi. Purposive sampling is a non probability sampling technique that does not give room for specifying the probability of each unit's inclusion in the sample but allows for application of expert judgment to select units that are 'representative' or 'typical' of the population in Kenya Red Cross Society offices all over the country. These two offices were also sampled due to their coordination role of KRCS activities.

Nairobi is the largest/capital city of Kenya, situated at an elevation of about 1660m (about 5450 feet) above the sea level. It is the country's economic and administrative hub and as such has attracted diverse inhabitants.

The elaborate infrastructure make information flow efficient, improve mode of transportation, advantage access to superior equipment and technology and sound economic background of the inhabitants. All these attributes contribute to the success of response mechanism for KRCS. National Red Cross and Red Crescent Societies including the KRCS embody the work and principles of the International Red Cross and Red Crescent Movement worldwide. As a voluntary organization, the KRCS operates through a network of 62 Branches and 6 regional offices throughout Kenya with human resource capacity of 465 staff and 70,000 volunteers countrywide. (KRCS website, 11th Sept, 2009).

The Kenya Red Cross Society has two offices based in Nairobi; Kenya Red Cross Head Office and National Disaster Operations Centre. The Society's activities are classified into six departments namely; Disaster Preparedness and Response, Health and Social Services, Water and Sanitation, Human Capital and Organizational Development, Supply Chain, and Finance and Administration.

This research will be a case study of KRCS to understand the underlying factors/challenges that face them during disaster response. A case study is "an in-depth comprehensive study of a person, a social group, an episode, a process, a situation, a programme, a community, an institution or any other social unit" (Krishnaswami, 1998: 54). In this case, KRCS will be the programme under study to review the challenges that face them during disaster response.

3.3   Research design

Kothari (2006) explains research design as a systematic way of solving the research problem whereby a researcher adopts various steps to study the problem along with the logic behind them. It is therefore a plan, structure and strategy of investigation conceived so as to obtain answers to research questions and to control variance. The research design used in this study was cross-sectional to allow for data gathering from a cross-section of respondents which represents a larger population interviewed within the time of study. In addition to the survey,

key informant interviews were also conducted to give detailed explanations to the data gathered in the survey.

The adopting of survey research allowed the study to describe a large and heterogeneous population accurately. One of the major weaknesses of surveys noted by Singleton is their inherent weakness to deal almost exclusively with reports of behaviour rather than observation of behaviour. To take account of this weakness, field research was used to supplement the survey and generate qualitative data. The major advantage of qualitative data is that it creates a deeper understanding of the subject matter. Field research enables the researcher to gain a comprehensive perspective that numerical data alone cannot reveal (Babbie, 1995).

3.4   Unit of analysis

Unit of Analysis is described as "that which the study attempts to understand" (Babbie, 1995: 193).   It is therefore the entity (object or event) about who or which a researcher gathers information. The unit of analysis in this study is the involvement, opportunities and challenges facing disaster response organizations in kenya, a case study of KRCS in disaster response. This study will also include departmental heads who are expected to give in-depth understanding of the roles of their organization and thus participate as Key Informants.

3.5   Sampling procedure

Sampling is defined as "the seeking of knowledge or information about a population by observing part of this population (sample) in order to extend the findings of the entire population" (Stephan and McCarthy, 1958:22). A sample is thus a small proportion of a population selected for observation and analysis. Sampling is taking any portion of the population from the universe as representative of that universe. Further, a random sample is "one in which each individual in the population is equally likely to be sampled therefore creating the independence in sampling" (Wannacott and Wannacott 2002: 115).

The use of a sample makes it easier and economical to carry out the study as findings are generalized given that the sample is homogeneously selected. The researcher used both probability and non probability sampling procedures. The aim of these procedures is to get a sample capable of giving desired information to answer research questions.

This study was carried out at the two Kenya Red Cross Society offices in Nairobi and National Disaster Operation Center. Respondents were disproportionately allocated to each cluster which in this case are departments and full time employment or volunteer employment. According to Babbie (1995), you may sample sub-populations disproportionately to ensure sufficient numbers of cases from each cluster for analysis. Simple random sampling will then be used to select members of the department to take part in the study.

A total of 36 respondents from six departments were interviewed at the two Nairobi Offices. These respondents comprised four full time employees and two volunteers in each department. A total of six respondents were interviewed from each department. Simple random sampling procedure used to get each respondent. Each departmental head was interviewed as a Key Informant (non probability sampling).

3.6   Techniques of data collection

The term 'technique' is used to designate a practical way of collecting data and for analyzing the information obtained in the research process (Mikkelsen 2005: 139). The techniques used in this study include; Questionnaire, Interview guide and observation guide.

3.6.1   Questionnaire

Questionnaires are research instruments used for quantitative study in chronological order to get information from respondents. Quantitative data collection using semi-structured questionnaire (open ended and closed) will be used to collect information. Open ended questions will allow the researcher to

capture the respondents' personal views that might not be obtained using closed questions. Once at the KRCS offices, the researcher will request to interview staff with permission from human resource office. The interviews will then be done in each of the six departments. Respondents will be selected using simple random sampling technique. The informed consent will be requested of each respondent before commencement of participation in the study.

3.6.2 Interview guide

Interview guide is a set of questions aimed at directing the flow of a discussion to desired goal. Mikkelsen (205:169) describes qualitative interviews as "a process whereby only some of the questions and topics are pre determined. Many questions are then formulated during the interview. Questions may be asked according to a flexible checklist or guide and not from a formal questionnaire". In this study, the researcher will also collect qualitative data through the use of unstructured interview guide with departmental heads of all the six departments. The departmental heads will therefore be relied upon to give detailed information on subject matter in relation to KRCS activities.

3.6.3 Observation guide

The study will also use direct observation method. This method allows the researcher to directly observe social phenomena in a natural setting (Babbie, 1995: 230). This method will be used to observe the infrastructure that aids the organization in performing its duties.

3.7 Sources of data

Data was collected from both primary and secondary sources. Primary quantitative sources of data will be obtained from ordinary staff of KRCS who will either be full time employees and volunteer employees. Primary qualitative data will be received from departmental heads from all the six departments of KRCS. Secondary sources of data was collected from published literature that will include; websites, books, reports and journals.

3.8   Data analysis

The study generated both qualitative and quantitative data. The quantitative data from the study was edited, coded, fed into the computer, cleaned and analyzed using Statistical Package for Social Sciences (SPSS 16). Descriptive and inferential statistics was used to analyze information gathered during the study. Descriptive statistics refers to "simple statistical methods which do not support or falsify a relationship but help in the description of data" (Baker, 1988: 378). Descriptive statistics therefore enables the researcher to organize data in an effective and meaningful way. It includes; use of percentages, frequency distribution tables and charts.

Qualitative data from key informants was collated with reference to themes that emerged from the responses. In field research, you look for similarities and dissimilarities; one looks for patterns of interaction and events that are generally common to what you are studying (Babbie 1995: 296). Qualitative data was also used for verbatim reporting of important information.

CHAPTER FOUR

DATA PRESENTATION AND ANALYSIS

4.1 Introduction

This chapter endeavors to discuss the findings that emanated from qualitative and quantitative data collected during this study. The study was carried at Kenya Red Cross Society head office and National Operation Centre, both in Nairobi The findings are based on 36 respondents who were full time employees and volunteer employees of the organization. The study set out to interview various individuals in each of the six departments of KRCS. A total of six respondents were interviewed from each department. The designations of respondents that answered study questions included; 18 volunteers, six project managers, six project assistants and six clerks. Key Informant Interviews were also done with heads of the six departments within the same facility. These Key Informants were relied upon to give substantial information on disaster response in the country. The Key Informants included heads of disaster preparedness and response, health and social services, water and sanitation, human capital and organizational development, supply chain and finance and administration.

The findings are presented in both table and figures form. Analysis of quantitative data has been done by use of Statistical Package for Social Sciences (SPSS 15.0). Statistical methods have been used to summarize data to give meaningful information. This has mainly been done by use of descriptive statistics and cross tabulation.

The chapter is organized into three (3) sections. The first section is comprised of secondary data. The second section addresses demographic characteristics of respondents; the third section addresses roles played by other agencies in disaster response, collaboration of KRCS with other agencies, disaster response and challenges and lessons learnt during disaster response activities.

4.2 Secondary Document Analysis

Published and unpublished Kenya Red Cross Society Reports and documents were reviewed and formed the basis of analysis in this section. Some of the documents and reports included the following:-

- How the International Federation of Red Cross and Red Crescent (IFRC) work -Global Agenda;
- The Kenya Red Cross Act; Cap 256
- Kenya Red Cross Organizational Structure;
- Kenya Red Cross Society Strategic Plan-2006 – 2010;;
- Kenya Red Cross Society Disaster Response Field Manual-2007;
- Kenya Red Cross Drought Appeal-2009;
- Kenya Red Cross Society Annual Report 2008.

4.2.1 Institutional Framework-Kenya Red Cross Society

Available KRCS records and documents indicate that its assistance seeks to adhere to the Code of Conduct for the International Red Cross and Red Crescent Movements and Non-Governmental Organisations (NGOs) in Disaster Relief. KRCS is committed to the Humanitarian Charter and Minimum Standards in Disaster Response (sphere project) in delivering assistance to the most vulnerable. KRCS activities are also aligned to the International Federations Global Agenda, which sets out four broad goals to meet the Federation's mission to "Improve the Lives of Vulnerable People by Mobilizing the Power of Humanity".

The Global Agenda Goals are:

- Reduce the numbers of deaths, injuries and impact of disaster;
- Reduce the number of deaths, illness and impact of diseases and public health emergencies;
- Increase local community, civil society and Red Cross Crescent capacity to address the most urgent situations of vulnerability;
- To reduce intolerance, discrimination, and social exclusion, promote respect for diversity and human dignity;

The Global Agenda, mission and goals is quoted in the Kenya Red Cross Society documents, ranging from local appeals to international appeals for assistance.

The Kenya Red Cross Society operates under the Kenya Red Cross Society Act Cap. 256. Its mission is to build capacity and respond with vigor, compassion and empathy to the victims of disaster and those at risk, in the most effective and efficient manner.

KRCS is a member of the International Federation of Red Cross and Red Crescent Societies, which is the world's largest humanitarian organization with millions of volunteers' active in over 185 countries. This link is of great benefit to KRCS as it is able to tap into the expertise, experience and resources of all IFRC affiliated organizations all over the world. At the national level, KRCS works closely with the Kenya Government and other humanitarian organizations. It is a member of Kenya Food Security Meeting (KFSM) and is also the lead agency in emergency operations in affected areas. KRCS co-chairs the Rapid Onset Disaster Committee with the Office of the President. This Committee comprises of International NGOs, United Nations and Government Ministries. KRCS branches are members of the District Steering Group (DSG) and are involved in carrying rapid assessment.

The Kenya Food Security Meeting (KFSM) gained recognition in 1999/2000 after the Government of Kenya issued an appeal to assist 4.4 million Kenyans faced with starvation. KFSM monitors the trends of food security situation in the country and issues monthly bulletins and coordinates inter-agency field assessment to ascertain food and non-food needs of the community.

The Disaster Management Working Group (DMWG) was formed in 2002 during the flood disaster in Lake Victoria and Tan River Basins. The working group was to coordinate response to the victims of flood disaster and other rapid onset disaster in the country. The working group has been meeting regularly and responding to rapid onset disasters. The Kenya Red Cross Society was appointed

the head agency to coordinate response to rapid onset disasters, provide leadership together with the Office of the President.

Available secondary literature from Kenya Red Cross Society indicate that in 2007, KRCS developed a Disaster Response Field Manual to provide headquarters staff, field staff and volunteers with clear guidelines and procedures in order to carry out efficient and effective relief operations in accordance with the fundamental principles of the International Red Cross and Red Crescent Movements and the code of conduct for Disaster Response.

The KRCS Disaster Response Policy is to prevent and alleviate human suffering, and it considers it a fundamental right of all people to both offer and receive humanitarian assistance. Hence the KRCS has a fundamental duty to provide relief to all disaster victims and assistance to those most vulnerable to future disasters. The help to disaster victims is of a complementary and auxiliary nature and is given in a spirit of cooperation with the public authorities, primarily in the emergency and reconstruction and rehabilitation phase. KRCS, therefore must prepare itself to assume the responsibility devolving on it in the case of disaster occurrence, in order to provide rapid, effective and coordinated response to natural and human made disasters. To do this, KRCS has demanded that plans of action must be produced and personnel instructed and trained in order to be able to respond quickly during an emergency phase of a relief operations. KRCS records also indicate that accountability is imperative for all relief operations. Proper financial accounting and reporting is demanded.

KRCS Disaster Response Field Manual has step by step guide on how to carry out a survey assessment; how to prepare plan of action, financial control forms, budgets plans, coordination framework, and how to complete various KRCS forms. The importance of field staff adhering to the guidelines outlined in the field manual is considered imperative in order to improve KRCS performance in the field of disaster relief response for the benefit of the vulnerable in community

and the KRCS image by proving that KRCS is a well functioning society when it comes to relief work.

It is emphasized in all KRCS documents that whatever may be the magnitude of the disaster, proper accounts and records have to be maintained for internal and external accounting. It is therefore the Chief Executive Officer, The Regional Manager, Chairman or Branch Coordinator/Chairman or the Relief Coordinator who are responsible for assigning a person to control the accounting in the field. The efficiency of the management, reporting and financial accounting in relief operations is extremely important to donors and for the enhancement of KRCS credibility and image towards the general public. Properly prepared account documents are made available to various organizations who support KRCS. Documents made available indicated that KRCS holds annual general meetings and prepares annual reports. The Annual Report-2008 is a 400 page document, containing policies, strategic themes, sources and applications of resources made available to KRCS.

The Youth Programme is under the Organizational Department (OD). The youth remain an integral component of the KRCS volunteer force. The goal of the Youth Programme is to equip the youth with knowledge and skills to enable them take active roles in promoting the welfare of their communities. This is done through the four-part core areas of the Movement:-

- Promotion of life and health;
- Community service;
- Dissemination of Red Cross Principles;
- Promotion of friendship and understanding.

KRCS has come up with a Youth Policy. The youth comprises members between the ages of 7-30 years (children 7-13 years, adolescents 14-17 years, young adults 18-30 years). The youth members constitute nearly 70% of the total membership. They therefore form the majority of the volunteers who respond to and implement

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the Society's Programmes. One of the Red Cross branch officials said that "without the youth, there is no Red Cross, yet we seem to be helpless to empower them"! The challenge here is how to recruit and build the capacity of the youth to be able to effectively carry out KRCS activities. The other challenge is retaining them once recruited.

4.2.2 Kenya Red Cross Society Decentralization

KRCS has been in the forefront in strengthening the capacity base of the headquarters to effectively coordinate and monitor Regional and Branch Programmes and activities. KRCS is also strengthening the capacity of the Regions and Branches in planning and monitoring to be able to effectively address the needs of the vulnerable members in the community. There has been constant formulation, review and updating of existing society policies, management of the existing members and volunteers. Efforts to project the correct image of KRCS to the public is in place through intensified advocacy and dissemination of society ideals, what it stands for and its activities. However, the decentralization programme has had some challenges such as the high cost of rollout, resistance from senior managers and shortage of qualified and skilled staff to be deployed to the branches (KRCS Strategic Plan, 2009-2010).

KRCS disaster response ability and recent involvement in disaster situations has created pressure for the organization to reform. One of the major reforms introduced by KRCS in 2005 is the decentralization programme. The KRCS decentralization programme involves transfer of authority and responsibility down to the branches where the actual disaster response takes place. It is intended to promote grassroot participation in order to improve on efficiency and effectiveness. The KRCS 2004 Midterm Report of the 2003-2004 Strategic Plan pointed out that the traditional centralized system which was largely donor funded was unable to deliver effective and efficient services due to (i) lack of clearly defined functions, roles, schedule of duties and workplans from the headquarters to the branches; (ii) poor management of resources, delay in the transfer of funds from headquarters to the branches and late submission of accountable documents;

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(iii) weak supervision of branches; (iv) centralized monitoring and evaluation system (KRCS midterm review, 2004).

4.2.3 Kenya Red Cross Society Sources of Funds

KRCS sources of funds are donations from international donors and NGOs, annual fund raising activities, annual subscriptions and support from large corporations. KRCS also encouraging Branches to work more towards attaining financial sustainability in order to reduce donor reliance by initiating income generating activities e.g. first aid training (KRCS-2006/10).

4.3 Demographic characteristics of respondents

Information on the demographic characteristics of those interviewed in this research is essential as it creates a better understanding of the way respondents answer questions. The democratic characteristics of the 36 respondents interviewed are presented in sub headings of; age, gender, highest level of education attained, current designation, department of work and number of years completed as KRCS employee.

4.3.1 Age of respondents

It was of keen interest to know the age group that offers their services to the body that is charged with key disaster response services in the country. The type of responsibility bestowed on the organization necessitates that the hiring of employees consider the age. Figure 4.1 presents a breakdown of age groups of the employees, both permanent and volunteer.

Figure 4.1: Age groupings of respondents

Source: Primary data, October 2009

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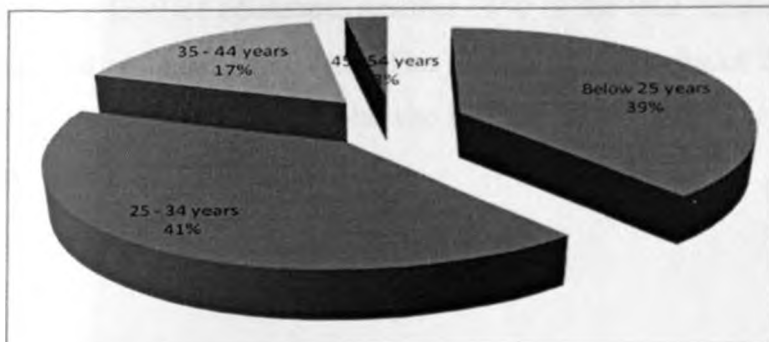
Figure 4.1 shows that a large percentage of 80% of the respondents are below 35 years. Only 3% are above 45 years old. This is an indicator of the prime employment age of the employees at this demanding and vibrant organization.

4.3.2 Gender

The gender of respondents almost indicated parity though that was not the aim of the study. The gender balance is at 47% males and 53% females. This is an indicator of gender balance at the organization.

4.3.3 Highest level of education attained

Since work at KRCS does not only look at the physical strength of personalities but also the intellect, the study asked the respondents the highest level of education attained. The responses received were collated and presented in Figure 4.2.

Figure 4.2: Highest level of education attained by respondents
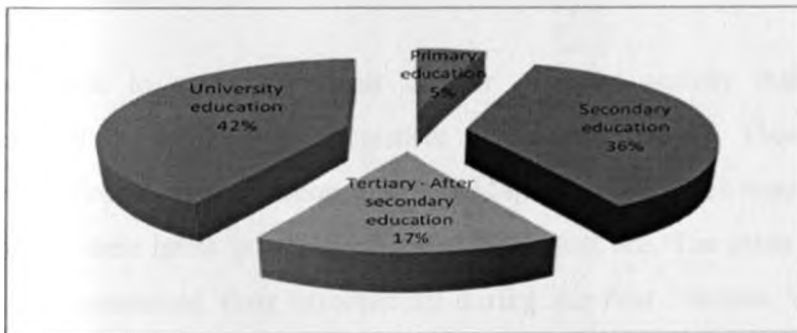
Despite the fact that all those interviewed have undergone basic education (Primary education), majority forming 42% of all the respondents have completed University level of education. Another 36% of the total number of respondents completed secondary education. This shows that majority of these respondents and in general, staff, are people who can be relied on to offer technical advice when the accession demands.

4.4   Role played by KRCS staff in disaster response

As a volunteer organization, the Kenya Red Cross operates through a network of 62 Branches and six Regional offices throughout Kenya. The Society's activities are classified into six departments namely: Disaster Preparedness and Response, Health and Social Services, Water and Sanitation, Human Capital and Organizational Development, Supply Chain, and Finance and Administration (Kenya Red Cross Society, 2009).

4.4.1   Participation in disaster response activities by Kenya Red Cross Society staffs

In order to know whether or not respondents take a leading role in disaster response, respondents were asked if they have ever taken part in any disaster response activity. All the 36 respondents, though working in different departments at the KRCS mentioned that they have participated in disaster response activity at one point in time.

When asked to name the latest disaster response activity that they have participated in, the two clear episodes in Kenya came up. These were The Nakumatt fire and Post Election Violence. Majority of 20 which translates to 56% mentioned their latest involvement at the Nakumatt fire. The other 16 which is also 44% mentioned their involvement during the Post Election Violence that rocked this country.

In everything that people do, there is always a lesson to be learned. The interviewed staffs were not left behind either. There were lessons that they mentioned to have learned in their struggle to rescue situations. These lessons are listed in Figure 4.3.
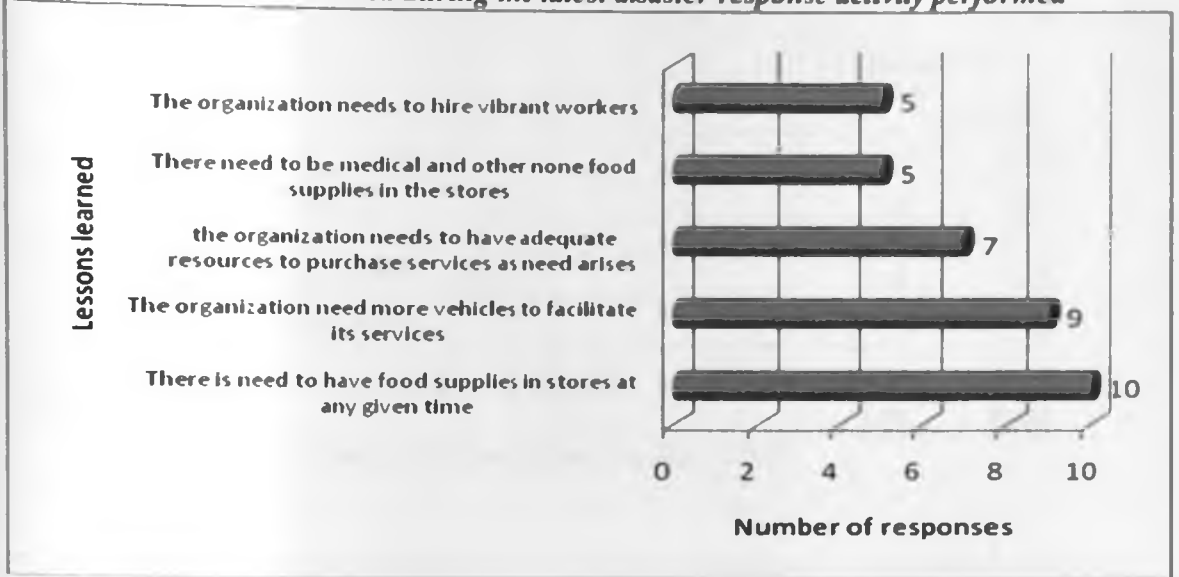
The disasters have a way of disorganizing human behaviour. The response activities facilitate the duration that one takes to adjust to the situation and make a livelihood. The lessons learned makes both individuals and organizations stronger and more efficient in dealing with similar situations if need may be. In Figure 3, the lessons that came out clearly included; need to have food supplies in KRCS stores at any given time so that their humanitarian services that go hand in hand with response activities are not hampered. Both disasters mentioned magnified the need for more vehicles that could be used to rush the injured to nearest health facilities with the capability of handling the situation. If the additional equipment requirement can not be purchased to remain as assets of KRCS them the organization should have adequate funds to hire additional equipment in times of need. Those interviewed also mentioned the need to have adequate medical supplies to deal with arising basic health issues and hiring of vibrant staff to enhance response activities.

The respondents were asked to mention the disasters that they remember and had happened in Kenya in the past. Each respondent had the opportunity to give more than one response. There were a total of 108 responses received for this question. Table 4.4 shows the summarized statistics.

Table 4.4: Disasters that have happened in Kenya in the past

Disasters	Responses	
	N	Percent
Nakumatt fire	30	27.8
U.S embassy bomb blast	20	18.5
Post Election Violence	17	15.7
Humanitarian activities at IDP camps	16	14.8
Budalangi floods rescue services	15	13.9
Humanitarian activities in drought stricken areas	10	9.3
Total	108	100.0

Source: Primary data, October 2009.

From Table 4.4, it is evident that 30 out of 36 respondents remembered Nakumatt fire. This formed 27.8% of the total responses received. It was then followed by U.S Embassy bomb blast that was mentioned by 20 respondents thus forming 18.5% of the responses received. Post Election Violence and humanitarian activities at IDP camps was also mentioned by a total of 17 and 16 respondents respectively. Budalangi floods and other humanitarian activities in drought stricken areas were also mentioned.

The head of disaster management in his conversation as a Key Informant mentioned several disasters that have been experienced in the country in the past. They included; Kyanguli fire disaster, El Nino floods, Ethnic clashes at the coast, Kikambala bombing, USA Embassy bombing, Post Election Violence, Nakumatt fire among others. He mentioned that most of these disasters have led to massive loss of lives, property and displacements of people.

4.4.2 Collaboration of KRCS and other agencies.

Disaster response activities are so demanding and require efficient action. The collaboration with other agencies makes the mission manageable. Kenya Red Cross Society has been collaborating with other organizations to make disaster response activities a reality. Their collaboration is based on the following aspects; funding 32, (34%), provision of fire equipment to fight fire outbreak 26, (27.7%),

provision of technical expertise in times of need 23, (24.5%) and donation of medical supplies 13, (13.8%). Table 4.5 gives a break down of agencies and activities they do as a contribution to disaster response.

Table 4.5: Collaborating agencies and activities they carry out as mentioned by respondents

Agencies		Activities carried out					Total
		Funding	Provision of security and other infrastructure	Provision of technical assistance	Provision of rescue equipment	Provision of food and non food supplies	
G4S Fire and Rescue Services (K) Limited	Count	19	9	10	28	2	68
	% of Total	5.5	2.6	2.9	8.2	0.6	19.8
Knight Support (K) Limited	Count	5	1	7	12	1	26
	% of Total	1.5	0.3	2.0	3.5	0.3	7.6
Society for Fire and Disaster Emergency Community and Conflict Agency (SOFADECCA)	Count	1	1	1	4	0	7
	% of Total	0.3	0.3	0.3	1.2	0.0	2.0
Government and Nairobi City Council	Count	27	18	15	13	7	80
	% of Total	7.9	5.2	4.4	3.8	2.0	23.3
United Nations Office for the Coordination of Humanitarian Affairs (UN-OCHA)	Count	22	5	17	10	3	57
	% of Total	6.4	1.5	5.0	2.9	0.9	16.6
Securex Fire Service	Count	5	2	4	15	2	28
	% of Total	1.5	0.6	1.2	4.4	0.6	8.2
MSF	Count	6	4	8	2	7	27
	% of Total	1.7	1.2	2.3	0.6	2.0	7.9
Oxfam	Count	2	1	2	0	1	6
	% of Total	0.6	0.3	0.6	0.0	0.3	1.7
ADRA	Count	8	2	4	4	0	18
	% of Total	2.3	0.6	1.2	1.2	0.0	5.2
AMREF	Count	10	2	3	3	8	26
	% of Total	2.9	0.6	0.9	0.9	2.3	7.6
TOTAL	Count	105	45	71	91	31	343
	% of Total	30.6	13.1	20.7	26.5	9.0	100.0

Table 4.5 shows the Government and City Council of Nairobi as the most mentioned contributors with a total of 80 responses. This translates to 23.3% of all responses received. Their main contributions are on funding, provision of

security and other infrastructure and provision of technical assistance. Although a department of Nairobi City Council by the name Fire Brigade never emerged tops in provision of fire equipment, they nonetheless provide this service.

The Government and City Council of Nairobi were then followed by G4S Fire and Rescue Services (K) Limited that received 68 responses, translating to 19.8% of all responses received. G4S Fire and Rescue Services (K) Limited emerged as the leaders in provision of rescue equipment. It also had strength in funding disaster response activities. Other organizations that are mentioned by respondents to have provided equipment included; Knight Support (K) Limited, Society for Fire and Disaster Emergency Community and Conflict Agency (SOFADECCA) and Securex Fire Service.

United Nations Office for the Coordination of Humanitarian Affairs (UN-OCHA) emerged as second best organization in funding disaster response activities after the Government of Kenya. The mention of their contributions in terms of funding accounted for 22 responses, translating into 6.4% of all the responses received. The organization is also Key in provision of technical assistance. Disaster response activities are also funded by AMREF, ADRA and Oxfam. MSF is Key in provision of medical supplies and medical expertise at times of need.

Even though some of the collaborating organizations are mentioned by respondents, Heide (1989) states that disasters may cross jurisdictional boundaries. It is because of this that the structures of collaborating organizations keep changing and a witness of emergence and demise of various organizations. This situation presents an uphill task of coordination, prudent resource mobilization and sharing. It may even result in duplication of activities, omission of essential tasks and engagement in counter productive activities.

A discussion with head of disaster management indicated that KRCS takes charge of every disaster management activity in this country. All organizations and individuals who participate in the response activity have to first agree to central

coordination by KRCS and consent to following rules set by the commanding organization. Coordination is important in improving service delivery effectiveness, in order to reduce duplication and improve organizational efficiency (McEntire, 1997).

4.4.3 Level of preparedness to disaster response

Kenya as a country has been faced by various disasters and therefore it is time to assess the level of preparedness of Key organizations that lead in disaster response. There is no better organization to answer this than the KRCS whose main role is disaster response. KRCS employees who took part in the study were asked to rate their organization's level of preparedness to disaster management. The ratings were in three steps; Very good, Good and Poor. The ratings were as shown in Table 4.6.

Table 4.6: Rating of level of preparedness and proposed way forward

Attribute	Rating	Proposed way forward			Total
		Satisfactory	Need improvement	Should be reduced	
Manpower	Very good	15	-	-	15
	Good	-	13	8	21
Technical expertise	Very good	5	-		5
	Good	-	20	6	26
	Poor	-	4	1	5
Transportation - vehicles	Very good	15	-	-	15
	Good	-	21	-	21
	Very good	2	-	-	2
	Good	6	19	-	25
	Poor	-	9	-	9
	Very good	2	1	-	3
	Good	8	19	-	27
	Poor	-	6	-	6
	Good	36	-	-	36
	Very good	4	-	-	4
	Good	10	20	-	30
	Poor	1	1	-	2
	Good	4	29	-	33
	Poor	-	3	-	3
	Good	4	29	-	33

Poor	-	3	-	3
Very good	15	-	-	15
Good	21	-	-	21

The attributes that are mentioned by several respondents as very good in terms of preparedness to disaster response include; manpower, vehicle transportation and Government good will. Despite majority of the respondents mentioning these attributes as very good, they also mentioned that some are satisfactory, others need improvement and a few recommended reductions in numbers. Attributes mostly mentioned as good were; technical expertise, aircraft transportation, equipment and tools, purchasing, supplies, funding and fund raising. The general indicator from the respondents is that KRCS is well equipped to deal with response activities and they have the Government good will to do so.

Besides the encouraging public opinion of KRCS, there is so much that happens behind the curtains, laments the finance manager. He went on to say that "just as an average parent worries about the family's next source of meal, so is the worry of KRCS on the source of supplies and money for their current and next response activity".

4.4.4   Emergency stock piles of essential commodities at KRCS stores

An organization whose main responsibility is to respond to disasters nationwide must have some emergency stock in their warehouse. The respondents were asked if there are emergency stock piles for food and non food supplies. The response was unanimous to the positive. Non food stock piles were mentioned by 61% of the respondents as average and by 33% as below average in the warehouse. Only 6% of the respondents felt that there were above average non food emergency stock piles at the organization's warehouse.

The same respondents also mentioned emergency food stock piles situation in the stores. A total of 69% mentioned that there are average food stock piles in warehouse while another 31% felt that the food stock piles in the warehouse is

below average. This is an indication that public contributions towards the programme are welcome but their core activities are not stalled either.

4.5 Disaster response

In the assessment of disaster response, respondents were asked if KRCS had laid down procedures followed while carrying out disaster response. All those interviewed agreed that the procedures exist and went step ahead to mention the procedures that exist. A respondent had the opportunity to mention more than one procedure. Figure 4.7 illustrates the procedures mentioned by respondents.

Figure 4.7: Procedures followed during disaster response
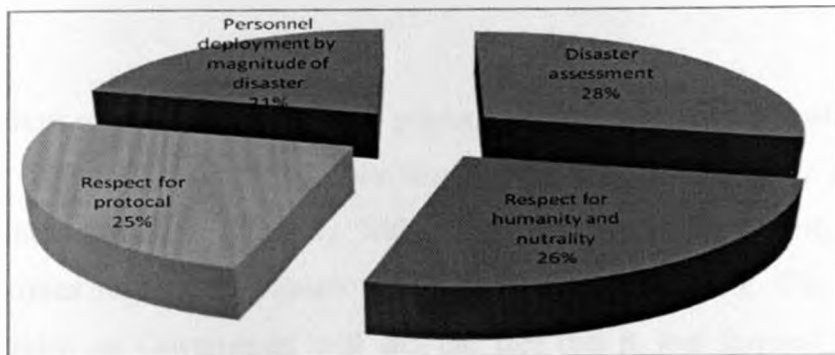
The four major procedures that could easily be remembered by respondents included; disaster assessment to understand the magnitude of the problem and deploy the right equipment and expertise, respect for humanity and nutrality such that in any event life is accorded first priority, respect for protocol in order to maintain respect for authority and to have smooth running of activities and lastly the deployment of adequate personnel and expartise. Despite all that has been done to ensure smooth running of operations, disaster management still poses a challenge to society.

The procedures used by KRCS facilitate their efficiency in responding to disasters and provides them with better assessment of the situation on the ground. The respondents mentioned that the organization excells in humanitarian services because of reasons listed in Figure 4.8.

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Figure 4.8: Reasons for continual exemplary performance in disaster management.
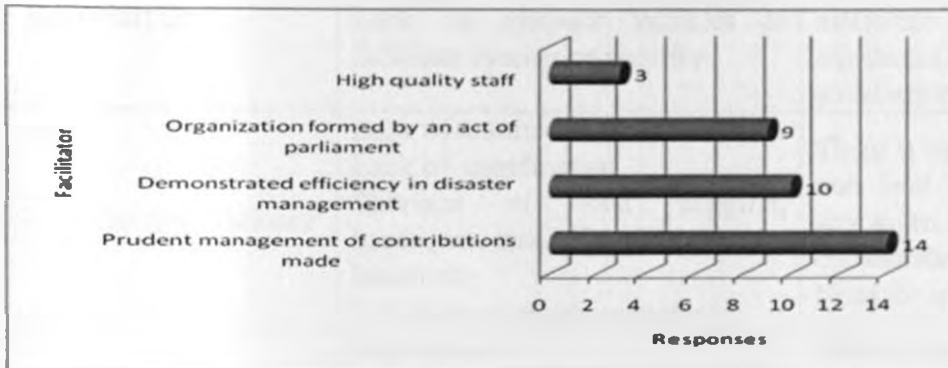
The most mentioned reason is the prudent management of contributions made by other organizations and the public thus gaining public faith and as such carrying out their activities diligently without fear. The efficiency with which their employees respond to disaster activities is also encouraging. The organization also rides on Government will and the fact that it was formed by an act of parliament.

4.6   Challenges

In the process of carrying out their activities, KRCS has faced several challenges and in the challenges lies lessons learnt for better execution of their activities incase a similar episode recurs. Table 4.9 lists disasters, challenges faced while in line of duty and lessons learnt.

Table 4.9: Disasters, challenges and lessons learnt

Disaster	Challenge	Lesson learnt
Nakumatt fire	Inadequate resources to facilitate hiring of additional equipment Lack of adequate vehicles to facilitate evacuation security .	Need for more resources to be able to purchase additional assistance and need for more equipment. Need for more collaborating agencies
Post Election Violence	Lack of resources . Lack of coordination Shortage of food supplies, Inadequate medical supplies. Insecurity Too many response agencies	There is need to have food and non food supplies in stores at any given time. Need for more collaborating agencies Need for security
Budalangi floods rescue services	Resettlement Bad infrastructure Inadequate choppers to be used for evacuation and inadequate resources to facilitate hiring of additional equipment.	There is need to have food and non food supplies in stores at any given time and need for more resources to be able to purchase additional assistance Need for more collaborating agencies
U.S embassy bomb blast	Too many responding agencies Lack of coordination Lack of adequate vehicles to facilitate evacuation, inadequate resources to facilitate hiring of additional equipment.	Need for more resources to be able to purchase additional assistance and need for more equipment. Need for more collaborating agencies Need for security

The key informant mentioned a range of other operational and organizational management challenges. The first was the age old challenge of funding which is not simply a question of getting enough money but is a question of having donor expectations that allow you to do what you need to do. Planning cycles and funding cycles are generally unpredictable resulting to delays in service delivery. Projects and programmes are time bound, and others under funded. For example, not having too much pressure to get the work done quickly if it is going to take a while, as well as making sure that you get funding that allows you to invest in preparedness as well as actual response to disasters.

The other challenge mentioned by the key informants was/is preparedness that has much to do with being able to invest in coordination, upfront infrastructure and

staff capable of working across institutions, to make them effective when a disaster does happen.

In the last few years, there are a lot of new entrants to the relief and humanitarian response increasing competition especially from the for-profit corporations, who apart from helping also get publicity, and exposure. The influx of new small respondents who think they may have an innovation, or who may simply care and want to be there was cited as a challenge especially in coordination.

There has been increased demand of KRCS services over the last 10 years. The reasons given for this was that as population grows, there are more people who can be impacted by disasters. Also poverty and vulnerability increasingly set people at risk for longer scale impact from a disaster when it happens e.g. HIV/AIDS. The other major challenge is infrastructure. Roads in some areas have not been adequately maintained, and therefore transportation of relief food takes days before reaching their destination. Lack of storage facilities in some areas and lack of safe drinking water in many rural areas pause a major challenge to KRCS.

KRCS also faces limitations in retaining skilled staff due to low wages they offer and this has had a major impact on activities, as there is a high personnel turnover.

Apart from challenges experienced in management of disasters, (Wolfenson and Cherpitel, 2002) comments that "reducing disaster vulnerability in developing countries may well be the most critical challenge facing development in the new millennium". Improvements should be encouraged and implemented so that the challenges are used as learning pillars and millennium development goals realized sooner.

Another challenge that was mentioned during Key Informant interview with head of human resource was that of managing 'one time volunteers'. These groups of volunteers are usually the first to reach disaster site and most of the time are not

trained to handle disaster response activities. Some of them even cause more harm to victims by stealing belongings, using wrong procedures in handling the affected than the assistance that they pretended or desired to offer.

CHAPTER FIVE

CONCLUSIONS AND RECOMMENDATIONS

5.1   Introduction

This chapter presents the summary of major findings, conclusions and recommendations. The findings were gathered from 36 ordinary staff, 6 departmental heads at KRCS headquarters in Nairobi and from secondary data.

5.2   Key Findings

Most of the respondents totaling 80% were below 35 years, a sign of a youthful workforce. There existed gender parity in engagement of staff and 78% of staff have undergone secondary education and higher.

All staff interviewed have participated in at least one disaster response activity. KRCS has participated in all emergencies and disasters in Kenya. KRCS level of preparedness to respond to disasters was rated very good i.e. manpower, vehicles, transportation. The study established that the early stages of response which are rescue and relief rely heavily on the knowledge, the physical presence, and the flexibility of local respondents. KRCS has a well functioning network of branches and youthful volunteers who live within the communities at the local level. However, it was found that local respondents do not get the money and equipment because they are not well branded, and therefore, they do not get the long-term support. There is therefore need to change the funding mechanism for disaster to facilitate the local responders, to be well equipped and trained.

The issue of coordination is very important in disaster management and was mentioned severally in the discussions. Kenya needs a coordinating body that is backed by the law and which can work across different kinds of respondents and provide a clearing house for information.

KRCS has also come to appreciate the important role that the military can play in disaster response. Their command and control ability and their ability to mobilize quickly and have the necessary equipment and people prepared to respond is an important asset. The military for example provided security both for the people receiving aid and for those providing aid during the post-election violence in 2008. The for-profit corporations, the military and NGOs all have a role to play in disaster response. What should be done is to develop a policy framework that takes advantage of what each group has to offer.

KRCS has also learnt that there are man-made dimensions to the tragedy that accompanies natural disasters. For example, poor construction, poverty innate vulnerability, weak governance, politics, bad policies can all dramatically increase the impact of a natural disaster e.g. traffic rules and building code.

It was found that KRCS works very closely with the Kenya Government ministries and the field staff coordinates with local level departments, and are members of local level committees chaired by the district administration.

Major collaborating organizations include; Related government ministries and Nairobi City Council,G4S Fire and Rescue Services (K) Limited, United Nations Office for the Coordination of Humanitarian Affairs (UN-OCHA), AMREF, ADRA, Oxfam and others

Volunteers are trained in leadership skills, financial management skills, first aid, dissemination, tracing and disaster management, so that they are better equipped to serve the vulnerable in their respective communities.

The challenges faced include; inadequate resources, vehicles to facilitate evacuation, shortage of food supplies, inadequate medical supplies, equipment, managing and retaining volunteers, equipping local branches and poor infrastructure.

KRCS continued success was attributed to prudent management of contributions, well trained and youthful staff, decentralization of functions, Government good will, name recognition and visibility of their staff **"The Red Cross emblem"**.

5.3 Conclusions

- With a countrywide presence and a network of community volunteers, Kenya Red Cross Society can articulate local needs to be included in the national development plan. Also KRCS can conduct needs assessments and vulnerability and capacity analysis in communities at risk.

- The network of committed volunteers makes the Red Cross a natural ally of Government to reach vulnerable communities.

- When offering response activities, there is need to have food supplies in KRCS stores at any given time, need for more vehicles and other evacuation equipment.

- Water and sanitation are crucial elements of disaster management determining the health and well being of large numbers of individuals who are victims of or vulnerable to disasters e.g. draught and floods.

- KRCS collaborates with other agencies in areas of funding, provision of equipment, provision of technical expertise and donation of medical supplies.

- The lack of adequate resources and managing and retaining volunteers were identified as major challenges. Other challenges included bad infrastructure which delays relief delivery.

- Lack of coordination among various responding agencies.

5.4 Recommendations

- Kenya needs a coordinating body established under an Act of Parliament and placed under one ministry, to deal with disaster management.

- A financing framework where funds are set aside in the budget for disasters in form of a disaster fund should be implemented instead of relying on disaster appeals when the disasters have already occurred.

- Kenya Red Cross Society should come up with strategies to motivate and retain volunteers.

- There is need to have food supplies and non-food items stockpiled in stores in identified areas close to known disaster prone areas for easy movement when disaster strikes.

- There is a need to integrate objectives of disaster reduction, prevention and risk reduction into long-term development strategies.

- There should be a policy framework to take advantage of the various players in disaster management, to be able to maximize the benefits from each organization's strengths. For example, the command and control abilities of the military, the quick distribution channels and ability to mobilize resources inherent in For-Profit Corporations and the professional standards and long-term experience of NGOs.

5.5 Areas of Further Research

The study identified lack of financing mechanism for disaster management in Kenya. Further research should be conducted to study some of the funding approaches e.g. Trust Fund, a Disaster Fund or Insurance Fund to ensure that funds are always available before, during and after a disaster strikes, and especially for recovery and reconstruction.

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Appendix 1

Good morning/afternoon?

I am a Post Graduate student at the University of Nairobi. I am currently collecting data for my research dissertation. The study is a review of challenges facing disaster response organizations in Kenya: A case study of the Kenya Red Cross Society. It is my humble request to involve you in this study by asking you questions that have relations to disaster response.

Section A

1. Name ....

2. Age   (1) Below 25 years   (2) 25 – 34 years   (3) 35 – 44 years
            (4) 45 – 54 years   (5) 55 years and above

3. Gender   (1) Male   (2) Female

4. Highest level of education attained
    (1) No formal education   (2) Primary education
    (3) Secondary education   (4) Tertiary – After secondary education
    (5) University education   (6) Other (Specify)...

5. Current designation...

6. Which department do you work for?

    (1) Disaster Preparedness and Response   (2) Health and Social Services

    (3) Water and Sanitation   (4) Human Capital and Organizational Development

    (5) Supply Chain   (6) Finance and Administration

7. Number of years as a Red Cross employee...

Section B

Roles played by other agencies in disaster response

1. What is disaster response?...
    ....
    ....

2. Have you ever participated in any disaster response activity?

         1) Yes   (2) No

3. If yes, name the latest disaster response activity that you have participated in.
    ....

4. What lesson did you learn from this particular disaster response activity?

    ....
    ....
    ....

5. List some of the disasters that have happened in Kenya in the past

    ....
    ....
    ....
    ....

Collaboration with other agencies.

6. Does Kenya Red Cross collaborate with other agencies?

    (1) Yes   (2) No

7. If Yes, in what aspects 1...................................... 2......................................

    3.. 4 ....

8. If No, Why?

....

....

....

9. Name five agencies that play active role in disaster response activities and activities that they do.

	Agency	Activity carried out in relevance to disaster response
1		
2		
3		
4		
5		

10. What is the degree of collaboration between Kenya Red Cross and the other Agencies?

	Agency	Area of Collaboration	1. Substantial 2. Modest 3. Fair 4. Negligible/ Non-Existence
1			
2			
3			
4			
5			
6			
7			

11. Rate the level of preparedness {(1). Very good   (2) Good (3) Poor} of Kenya Red Cross infrastructure to aid its activities in disaster response?

	Attribute	1.Very good 2. Good 3. Poor	Proposed way forward
1	Manpower		
2	Technical expertise		
3	Transportation (i) Vehicles, (ii) Aircrafts		
4	Equipment, and tools		
5	(i) Purchasing (ii) Supplies		
6	(i) Funding (ii) fundraising		
7	Government good will		

12. Does Kenya Red Cross have Emergency stock piles of essential commodities e.g. non food and food items?   (1) Yes   (2) No

13. What is the status of none food stock piles at your store currently? (1)Above average
    (2) Average   (3) Below average.

14. What is the status of food stock piles at your store currently? (1)Above average
    (2) Average   (3) Below average.

Disaster response

15. Are there laid down procedures that Kenya Red Cross staff adhere to when carrying out disaster response?   (1) Yes   (2) No

16. List some of these procedures.

....

....

....

....

17. Are there government policies on disaster response in Kenya? (1) Yes(2) No

18. Is there disaster response framework/strategy at Kenya Red Cross?

   (1) Yes   (2) No

19.. Do disaster response strategies implemented by the Kenya Red Cross support their activities well?   1) Yes   (2) No

20.. If No, give suggestions on how the strategies can be improved.

....

....

....

....

21.. What facilitates the Kenya Red Cross Society to take active role in every disaster point in Kenya?

....

....

....

....

Challenges and Lessons Learnt

22. .What are the challenges that Kenya Red Cross face in the line of duty and how are these challenges addressed?

	Disaster	Challenge	Way of addressing the challenge
1			
2			
3			
4			
5			
6			

23.. Based on previous responses list some of the lessons learnt.

	Disaster Event	Lessons Learnt
1		
2		
3		
4		
5		
6		

Thank you for your time and information