THE IMPLEMENTATION OF FIRE DISASTER POLICIES ON THE OUTCOME OF DISASTER RESPONSES IN EAST AFRICA CAPITALS: A CASES STUDY OF NAIROBI AND KAMPALA SUBURBS 2010- 2018

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CHAPTER ONE
INTRODUCTION

1.0 Background of the Study

As a way of seeking solutions to both natural and man-made disasters, governments world-over formulate different disaster policies, which guide their operations while responding to disasters that might occur within the state. These disaster policies have also been revised to remain relevant to changing times. As such, over the years numerous disaster policies exist to give directions on how implementation processes should unfold. Where clear disaster policies exist, the implementation processes have facilitated proper response mechanisms with minimum resistance. Clear policies and proper implementation therefore yield better results when the concerned authority responds to mitigate effects of a deadly disaster such as fire disasters, floods, earthquakes or Tsunami. In establishing existing disaster policies, it is crucial to identify the exact disaster that such policies seek to contain.

Disasters have been a major concern internationally having destroyed million worth of properties and thousands of lives worldwide in a decade from the year 1985-1994(ISDR, 2000). Due to increased population of the victims of these natural calamities, as a result of this both the state and non-state actors decided to give this mater a top priority. It was in the year 1999 that the UN established a body to deal with the eradication of disasters in the world. This body was known as the UN International Strategy for Disaster Reduction. The major aim of the body was to reduce and manage disasters internationally. It's from this that the United Nations declared from the year 1990-2000 as natural disaster decade which culminated in the year 2005 with the birth of a global policy - the Hyogo framework of action 1 2005-2015.

The HFA1 framework was a generalized global policy for all state which stressed five priority areas for action. These priorities included: first priority, nationalization and prioritization of the new initiatives through the creation of the relevant institutions that will implement the policies of reducing on the disasters. Secondly; identifying, assessing and monitoring risks of disasters as well as enhancement of early warning signs or systems. Thirdly the framework was to exploit the

relevant information, inventions and innovations so as to create a culture and practice of resilience in all the stages. Fourthly to ensure a drastic reduction of risks that may lead to the fire disasters. Fifth and last priority area for action was strengthening the levels of preparedness in order to effectively respond to any emerging disasters at all the stages. The framework assumed that all the states had not prioritized the priority it outlined and if the member states adopt it then most of disaster if not all will be manageable.

After evaluation of Hyogo framework of action1 and its implementation, the SFDRR (Sendai Framework for Disaster Risk Reduction) was also put in place by the UN in the year 2015 in Sendai Japan. SFDRR policy is regarded as better in managing disasters globally compared to the HFA1 due to the following; it emphasis for the role for science, recognizing the social component in disaster management as well as poor institutions as the biggest risk factors. SFDRR 2015 document sets out 7 targets as well as 4 priority areas that will ensure adequate prevention of both the current and the emerging risk of disasters.

The four priorities includes; knowledge about risks of disaster; empowering the local governments in order to effectively deal with risks of disasters. Focusing more on the idea of reducing disasters as well as being in a state of preparedness to respond to any emerging disasters. The idea of building back better is what follows and it acts a stage of recovery. Again the process of rehabilitating and reconstructing goes on at the same time in the aftermath of a disaster. SFDDR 2015 aims to ensure that the risks of disasters are reduced to a greater extent, this risks include loosing lives, deterioration of people's health, and the destruction of property of individuals, states as well as enterprises. Over the next 15 years. SFDDR 2015-2030 is a global policy and more generalized too.

In US, Federal Emergency Management Agencies (FEMA) is the special department empowered and created by the US constitution to deal with disaster management. FEMA does disaster based research to generate and disseminate knowledge to all relevant stakeholders. In-turn all stakeholders involved prepares to play their role. Subsequently each highly specialized unit gets its well defined role, their professionally integration leads to formation of Integrated Emergencies Management Systems (IEMS). IEMS is a strategic program designed to address multiple

objectives. IEMS as a "single flexible system capable of adjusting to too many kinds of hazards according to FEMA." IEMS divides disaster management into the following; four-stages of policy-making and execution; Mitigation, Preparedness, Response and recovery policies.

FEMA is empowered to create response measures to disasters, mobilize states and sufficient funds to effectively respond to disasters. This is done through coordinating the cooperation efforts between both the central government and the federal states in responding to the emerging disasters. According to FEMA disaster declaration summary (2016), United States is the worst hazard prone nation in the world. For instance, some parts of the US are affected by lots of severe winter season; the southern areas of the US are affected by hurricanes as well as the tropical storms. The western parts are affected by fires during the summer seasons. This is in addition to the frequent earthquakes and volcanoes.

In US, Federal fire prevention and control act of 1974 Public Law 93–498 which was also Amended through P.L. 112–239, Enacted January 2, 2013 has been the policy for US in tackling fire from natural, industrial to home fires. The policy gives the FEMA the authority to; employ, research, train, deploy the personnel with all the knowledge of fires. Also it authorizes the US national fire administration to give information regarding fire as a step towards public awareness and as a way of early warning. Its fruits were demonstrated immediately after 09/11 attack on the world business trading Centre where the US national fire administration demonstrated their experience and knowledge for well-coordinated rescue and recovery mission which was very successful together with other agencies. This was a clear indication of disciplined professionally trained personnel, specialized and tested tools, defined roles and coordinated command of the knowledge.

In India, all the construction activities and matters to do with the building and the regularization of buildings are done by the National building code of 2005. These rules have been incorporated by all the governments whether the central government or the local authorities. For instance the measures of preventing fires as well as lives that were adopted by the Maharashtra ACT in 2006 is an example to this, and is aimed to improve the status of fire safety measures in Maharashtra.

According to Article 3 of the 2006 Maharashtra Fire Prevention and Life Safety Measures Act (Maharashtra Fire Prevention Act), "the builder, proprietor, employer or whatever name may be called shall conform to and, as amended from time to time, to and without fire and safety measures under the national building code of India 2005".

It argues that the duty of installing the necessary safety measures in all the buildings is a preserve of the occupier or the owner of a building. This was the main reason as to why the licensing body was put in place was because the framers wanted to enforce this practice in the famous Maharashtra Rules. Section 3(3) of the said rules in the 2006 Act empowers this authority to grant licenses to deserving citizens.

The above policies and their subsequent implementation illustrate how the international community manages disasters. East Africa capitals that are Nairobi and Kampala are the capitals of Kenya and Uganda respectively. This states are members of the international community including the; Commonwealth, United Nations, African Union, COMESA, East Africa community among others. However they are faced by tremendous loss due to fire outbreak both in the residential and commercial places as the various reports, print archives media reports and 2009 calendar of disaster illustrates.

1.2 Research Problem

Disasters are major concern internationally and locally (UNISDR 2004) which can also affect national security for any state. Therefore all state should come up with frameworks and policies that give procedures on how to reduce, prevent and minimize the impact of disasters this is according to SFDRR 2015. Kenya and Uganda has constitutions which are clear in many areas however not candid on others. This may be due to lack of politicization and prioritization of the national objectives by omission, commission or by error.

In the year 2009 Kenya came up with a policy on fire disaster management which is contained in the Draft National Policy on Disaster Management 2009 which was an amendment of the previous Disaster Management Act 2002. Uganda has its policy on disaster management which is in the National Policy for Disaster Preparedness and Management 2010. The main aim of these policies is to; prevent, prepare, mitigate, respond and have some recovery plan as a way of complete disaster management. The implementation of these policies should lead to disaster free environment. This two countries which lies on the Africa Great Lake regions and are member

states of: East Africa Community (EAC), Intergovernmental Authority on Development (IGAD) and Common Market for East and Southern African States (COMESA),UN and others whom members states share a lot of values and understandings.

The two member states have suburbs. The suburbs share many similarities according to Nairobi Cross-sectional Slums Survey (NCSS) 2012 and Uganda's National Population Housing and Consensus (NPHC) 2014. The suburbs are faced by numerous fire disasters which emanates from their way of live (NCSS) 2012. There are no records of natural causes of the fires in this areas therefore mostly are believed to be by human error. These fire disasters reoccur and the states seem not able to manage the same reoccurring disasters in a better way. Various report show that both cities are frequently and repeatedly faced by frequent fire disasters (RCS) 2016. The cause and management of fire disasters are always the same. Most of the reports suggest that there are a great gap in coordination between disasters inters agencies involved in disaster management both in Kenya and Uganda hence resulting to high cost of reactionary ad hoc style.

The adhoc fire management style has led to loss of; properties, business, time and in severe situations human lives. Moreover it leads to high cost of recovery with none proper mechanism of preventing managing and recovering from disasters. There are several Ugandan documentaries and reports on how Uganda has lost million worth of properties and hundreds of human lives affected by fire disaster. This study will scale down the reports and review few reports and specifically those from New Vision.

This is one of Uganda's verifiable source of information and its clarity on its archived reports. According to the New Vision report of Uganda entitled *Uganda losing 30billion on fire outbreaks* a summary of losses Uganda has incurred due to fire disasters in the recent past resulting from fire disasters.

"*https//www.newvision.co.ug/print_article/new/newvision/news1329224/Uganda-losing-sh-30b-outbreaks?print=true*. The report is a summary of major fire outbreak in many parts of Uganda and focuses majorly on the 2 biggest Suburbs that is: Kisenyi and Katanga. The two suburbs are the most prune to disaster fire disasters over the years with each at least featuring in news headline at least twice in every year.

Similarly Kenyan suburbs namely Mathare, Kibra, Sinai village and the entire Mukuru villages are some of the suburbs which have been hit hard and repeatedly by fire disasters. The causes of

the fire disaster are the same, the magnitude almost the same, damages have similarity while the management is seen to be the same with no improvement.

Kenya has also been hit by numerous deadly fire disasters ranging from government buildings, major national installation like Jomo Kenyatta international airport, schools, hospitals commercial and residential places. The response to the fire disasters has remind the same, too late response, incapacitated recovery and rescue activities, poorly coordinated pre and post crisis actions in general.

These raise the questions as to whether we have candid legislation on disaster management and specifically on fire disaster management which hits instantaneously and its impact are grievous. Secondly it is whether this legislation has been implemented.

1.3.0 Research Objective

1.3.1 General Objective

The objective of the study was: To determine the extent to which policy formulation and implementation affects fire disaster management in East Africa capitals Nairobi and Kampala suburbs'.

1.3.2 General research question

To what extent does the policy formulation and implementation affects fire disaster management in East Africa capitals Nairobi and Kampala suburbs?

1.3.3 Specific Objectives

i. To evaluate the candidness of the disaster management policies and frameworks in Kenya regarding fire disaster management in Nairobi and Kampala.

ii. To evaluate the extent to which the fire disaster management frameworks and policies have been implemented in Nairobi and Kampala suburbs'.

1.3.4 Research Questions

The study was proposing to answer the following questions;

i. How candid are the disaster management policies and frameworks Nairobi and Kampala regarding fire disaster management?

ii.   To what extent has the fire disaster management framework and policies been implemented in Nairobi and Kampala suburbs?

1.4 Justification of the Study

The study will educate and open the minds of the stakeholders in disaster management in all levels form the executive to the communities.

These include:

Academic contribution by creation of new academic information. This will be at the end of project that new knowledge will be generated by the research itself. The statistical inference will guide other scholars for further academic work.

Policy contribution by exploiting the existing gaps and recommendation of the solution in both formulation and subsequent implementation. This will help the members of the bicameral legislature in formulation of the policy and creation by law frameworks of implementation. When they are informed will bridge the gaps in policies and its frameworks for easier subsequent implementation.

This study will be invaluable to the Government of Kenya and Uganda for it would educate them on the dynamics of fire disaster management in East African capitals. By understanding such dynamics, the governments would, employ and deploy the necessary tools to all multiagency arising from its frameworks.

1.5 Scope and limitations of the study

The study covered four Nairobi suburbs namely: Mathare Slums, Kibra Slums, Mukuru Slums, Sinai Village all which are in Nairobi County, Kisenyi and Katanga in Kampala suburbs of coverage of the study area. These were the scope area of study due to similarity in the manner that fire disaster management occurs. The available time the researcher had was also been put under consideration when deciding the data collection methods. To counter this challenge, the researcher relocated temporarily to Nairobi to collect data in Nairobi, while telephone calls and emails were used for data collection in Kampala with few questionnaire sent for filling. Financial constraints also led to the researcher soliciting for funds from personal savings.

Time limitedness and inadequate data: whereby the researched formulate a working schedule. The study was limited to Nairobi and Kampala major slums outskirts slum residential areas region in

capitals. A similar research could be done in other informal settlements areas in Tanzania to triangulate the outcomes.Poor response rate and language barrier: to overcome this, the researcher used an introductory letter obtain for transmittal of the research instrument from relevant authorities.

1.6 Definition of concepts

Disaster: According (Twiggs 2004) a disaster can be termed as a damaging and disruptive event that makes the society to be unable to live with it. This study will refers disaster as a hazardous occurrence whose impact to both the state and the society is so severe for the society to cope with. It causes deaths, injuries, destruction of property and makes it hard for the society to survive. The author defined hazards to be those threats that may harm the welfare of the human beings these hazards can be both natural as well as artificial. The natural hazards may include earthquakes, droughts, floods and the artificial or the induced hazards may include human error, mechanical failure, chemical failure or even oil spillage.

Disaster cycle: It is a sequence of events that a hazard evolves and matures to be a disaster which in turn poses risk to the vulnerable (Twiggs, 2004). Disaster cycle will be referred as to series of event that follow each of before and after disaster.

Disaster Management: Refers to the application of both efforts in the fields of implementing, mitigating and responding to the emergencies, relief as well as recovering process. In this study disaster management will mean all the steps taken by both society and state to avoid causing disaster, minimizing its impacts if unavoidable. In his book (Twiggs 2004) defines disaster management as the creation of plans by the state in order to help the community to scale down on their levels of vulnerabilities to the risks and be able to endure the disaster that may befall them.

Mitigation: Refers to those actions that are put in place in order to cause a reduction of disaster effects or hazards. This study will refer mitigation as actions that can be put in place either before a disaster happens, during the happening of the disaster or after the occurrence of the disaster so as to minimize its impact for one to cope up with.

Disaster management cycle: this study will refers disaster management cycle to all those actions that are adopted before a disaster happens, during the happening of a disaster or immediately after the disasters with a sole reason of avoiding disasters, reducing the effects of the disasters or the recovering of the lost property.

Preparedness: This study will refer preparedness as to the proactive measures which include education, procurement and logistic steps that are adopted in order to prevent or to protect the community from the harmful effects of the disaster. In other words they are just the precautionary measures taken to respond to disasters before they happen.

Responses: This study will refer to the measures that assist in maintaining and saving lives, improving the health status as well as supporting the morale of the individuals affected by the disasters. This is usually the intervention that happens during or after a disaster has occurred. These two elements of disaster management are very crucial in ensuring national security.

Vulnerability: These refer to the likelihood levels to which an individual, a community or nations structures of both the social and political nature may be impacted on by the disaster. This will be in line with their ability to experience and manage. This study will refer vulnerability as disposes that put a society or property in danger of disaster.

CHAPTER TWO
2.0 LITERATURE REVIEW

2.1 Introduction

This section reviews the literature on the disaster management in contemporary government, the contents and elements of disaster management. It will give the reader an overview of the existing literature on disaster management.

Two conceptual fields, disaster management and international cooperation, form part of global cooperation for disaster management. However, some phenomena challenged existing theories with the emerging global leadership. A review of disaster management literature and international cooperation will be conducted in this chapter.

This thesis reviews the literature on the history and contents of disaster management in contemporary policy. The first study will examine the development, functionality and neo-functionality, of international cooperation theories. This chapter also discusses the emergence of global management and its influence on disaster management and on the theories of international cooperation.

2.2 The Origins of Disaster Management

According (Alexander, 2002) early society viewed disasters as preordained. Therefore they would take disaster as act of God which could not be managed or mitigated. According to him, disasters not only were haphazardly and randomly visited by people but they were regarded as the expression of a vengeful or furious God, justifiably unhappy about human conduct. By the 20th century, however, governments were gradually forming the concept of disaster preparedness and relief. For example, in explanations about the HIV epidemic some fundamentalist argued that it is just punishment for behavior they consider unethical, the same pattern of ideas still persists in some parts of the day. Alexander (2002, 5) notes how, in 1755, the Lisbon disaster saw the "catastrophic" earthquake as God's ways of managing the steadily increasing population of Prussia's military chaplain and the fountain of demographic science whose intellectual influence has spread throughout Europe.

From the above illustration we can therefore conclude that early society had less to do with research on disaster management as it is evident. Since 1933, the Administrative Crisis Department functioned during world wars in the U.S. case. The National Emergency Council

(NEC), at that time as its President's personal crisis and management consultant, was directly responsible to the President of the United States. After the publication in 1973 of The Natural Hazards Report in White, White and Haas ' book, Evaluation of Natural Hazard Research in 1975, natural disaster report became interdisciplinary. Crisis management integration and coordination in the US became more complete after the Federal Emergency Management Agency (FEMA) was created in 1979.

2.3 The Development of International Cooperation Theories.

Due to the recent and disastrous major international crises which includes and is not limited to the: Katrina hurricane, swine flu, embola, Asian financial crisis (1997-1998), the M2 crash (2000), Sept. 11 terrorism in USA (2001), simultaneous US embassy bombing in Kenya and Tanzania, the Indian Ocean Tsunami (2004), Avian Flu (Bird Flu) (2005) Malaysian air crash which were all conquered through global coordination and cooperation. To explain this study will consider both theory and practice below.

2.3.1 Functionalism and Neo-Functionalism

The literature relating to international co-operation can be traced by Mitrany (1933), the writer of the work, to the "Progress of International Government." Due to the increasing nature of the mutual reliance on economy and the technological developments, he said, international development was head on into the steel wall, which, oddly enough, caused major divides and contradictions in global politics. He laid the foundation for the "functionalism" of international cooperation in his book A Working Peace Systems (1943), published in his World War II.

According to the "ramification doctrine" proposed by the two nations, cooperation on a given issue would produce similar results in other fields; that would be the motivation to successfully cooperate in a different department, namely by promoting bidirectional assistance within one department. Such collaboration would form a functional network for organizing, potentially infiltrating internal political affairs, reducing progressively the mobility of every democratic country and eventually transferring its power (by silver plate) to the international organizations.

With regard to Mitrany, cross-border cooperation should be a untraditional module of global aid only. The real goal and aim is not to create (and thus even more) new political units but to solve problems. In other words, more versatile, wider structures will emerge from operational cooperation within cross-border cooperation without losing overall control.

In certain fields there could be a specific force of authority; to live for global peace (Mitrany 1975: 124). Functionality should go from the bottom to the top of international cooperation. All initiatives should derive from principles of economic benefit and social needs. Aggressive collaboration through a decentralized international economic and social force should be based on consensus, in order to achieve a cross-border equilibrium (Haas and Schmitter; 1964). Haas has induced two main ideals of Mitrany's functionalism: "Economic synthesis and economic synthesis to achieve world peace.".

The Haas (1958) version pointed out that the most important advantages of practical cooperation would not just occur; they would derive from three main factors: the environment, politics and culture (Chryssochoou et al, 1999). The procedure is interpreted as "the overflowing of links;" once an economic process is initiated, initiatives in other economic areas will be developed. Without the former synthesization region, later ones will not happen with the same token of relation. In addition to emphasizing the importance of transboundary organizations (Hass in 1964: 47-49), Hass distinguished "high-level policy" from "welfare policy," the term for this phenomenon is "spillover."

The former represents political implication; power struggles among the countries remain a central focus in high-level political relations. The latter is primarily important to social welfare; the world's people are vying in these strategies for more specific advantages and can gain further Synthesis through international cooperation. The first is "internal spillover" as is suggested in Mitrane's ramification theory to clarify the working of economic cooperation. Secondly, "economic spillover," the localization of the functionality of cooperation institutes derived from bureaucratic national strategies which enables the elites in the country to better understand their cooperation's advantages (Haas, 1964: 10-11). Schmitter (1969) considers that this spillover is sustained on the basis of bi-lateral dependence within given functionalism parameters.

In summary, the focus on conventional functionalism on collaboration between foreign governments overlooks a more solid structure of the hybrid system and loses its functions due to the increasingly increasing sovereign power of individuals. In the end it is a group of pure administrative parts that is non-political. Neo-functionalism, however, supersedes nationalist ideologies, spreading their spillover from technological to political fields and increasingly establishing structural ethnic and ultra-nationalist organisations. In other words, the conventional organizational hybrid is merely a cooperating entity between states, while an ultra-nationalistic and political organisation's neo-functional hybrid is a hybrid (Kao Hwa, 2003). (Haas,1958; 1964.) and the new concepts of spillover and spillback. However, since the 1960s, realism and neo-realism advocates such as S. Hoffmann (1970) and A. Moravcsik (1993) have held opposing views of neo-functionalism vis-a-vis the EU. They criticized it as completely ignoring the leadership role taken by nations' leaders, as well as the catalyzing effect which the global community had exercised on Europe as an entity.

2.4 Operational framework

According to (Kreps1998) disaster refers to an abrupt occurrence of a bad event that is dangerous to human lives and may cause a disruption in the daily operations of the state, individuals, communities or societies. Not only does this harmful occurrence cause a big loss to the individuals, but it also causes both the political, social, and economic effects that are negative to the state objectives. These may go to an extent of destroying the environment permanently. Though often disasters are caused by nature it can have a human origin (Woodbury 2005).

Disasters can be prevented, mitigated or managed (Kreps, 1998). Managing of the disasters is usually generalized meaning the implementing, preparing, mitigating, as well as responding to the emergencies, relief and measures to ensure full recovery. According to Kreps (1998) disaster is a cycle which has four stages that is: pre-disaster, crisis, post disaster and build back better (recovery). For every stage in disaster management cycle according to him there must be a policy and framework guiding the decision makers and implementers of those decisions for it to be

efficient and effective. He further argues that disasters are agent of change. In order for a state to prepare for a disaster it must first understand what are; the hazard, vulnerability and the risks that exist and the type of disaster that may arise from the same as Yogo` framework for action, 2005 stipulates. Based on this then a state should identify carefully the recurring disasters and the potential hazard. It is only when a state appreciates the hazard and disaster resulting from the same then it can formulate policies to manage and prepare effective (Woodbury 2005).

According to Twiggs (2004) Mitigation refers to the actions that aim at minimizing the levels of harmful effects of the disasters. These actions can either be applied before the disaster happens, during the happening of the disaster and after a disaster has happened. However in most cases the term is used to mean the preventive strategies that are adopted to ensure that disasters do not occur. These measures are both structural as well as physical measures. These disasters may include prevention against floods, structures strengthening, as well as improvements of the infrastructures to the levels of being resistant. Physical measures may include offering of training people on managing the disasters, putting in place policies that offer guidance on the land use as well as sensitization of the general public on managing the disasters (Twiggs 2004). He also defines Preparedness as the strategies that are adopted before the disaster happens; this comes about as a result of professional surveys and weather forecasting. It's at this point that safeguard measures are put in place by the state, the communities and the individuals in order to stay away from the harmful effects of these disasters. The state of preparedness is a subset of the mitigation process. These measures may include being evacuated, stocking of food just to mention but a few.

Disaster response activities provide assistance to maintain life, improve health and support the morale of the affected people; it involves the intervention taken during or immediately after the disaster (Twiggs 2004). The above two elements of disaster management are very crucial in ensuring national security. Vulnerability is the likelihood that the individuals, the society as well as the socio-fabric of the nation maybe affected by the harmful effects of the disaster which may occur. The extent of the harm will depend on their various capacities to cope, resist as well as to recover from those harmful effects that may be caused by the disaster. The said risks will have severe effects on both the individuals and their properties.

The IFRC report of (2005) noted that up to the period of 1990s, the practice of managing the disasters was placed at the government's doorsteps, the community as well as the NGOs. Among

the measures that these institutions took at that time included the supply of medicines, offering of the relief food to the affected, provision of water and pasture to the drought stricken areas, searching as well as rescuing the affected individuals. The aim of all these measures was to avert the occurrence of other forms of disasters. Due to this experience, most international organizations have discovered that different countries around the world continue to experience the occurrence of various disasters differently.

Recently states have adopted paradigm shift of the proactive approach by introduction of disaster risk reduction (**DRR)** in disaster management since the cost of disaster risk reduction (prevention and preparedness) is lesser than the cost of reacting (in crisis action and post disaster activities) to the disaster, Twiggs (2004). The DRR programme aims at dealing with those circumstances that may expose the society into the risk of being victims of the disaster. Various strategies have been put in place to ensure that the capacity of managing the disasters is enhanced. According to (ISDR, 2004) one of key factor of DRR is to consider disasters as a result combination of factors. These key factors leading to a disaster can be scaled down and addressed separately then later integrated due to their dependency. By evaluation of all factors then a capacity building is done, which brings the current and the required state of disaster management. Subsequently a full picture emerges of how to reduce disaster risks this informs the policy formulation. The DRR approach considers various susceptibilities factors and works to develop proactive means and ways that safeguard life and development; before, during, and after a disaster. This approach is useful to national levels and focuses on impacts/hazards, disaster management.

Institutions are critical in all disaster management, this is because the determine decision to be made at all levels so as to reduce disaster risk. Therefore resource mobilization and planning are put in place as a way of reducing the impact of disaster and capacity planning. These institutions among others constitutes of a state's main decision making institutions, the legislature, the judiciary, the administration as well as other supporting structures such as the bureaucracy who are tasked with the role of the implementation of the said policies. The implements that are used for fighting the emerging disasters have been developed by the decision makers with a sole agenda of harmonizing all the measures undertaken by each department in dealing with the disasters. This occurs through proper planning as well as resource allocation. The major idea is to create a "culture of safety and resilience", (UNDP, 2004).DRR encourages the involvement of all stakeholders from

top to bottom, in addition to interaction with National Hydro-meteorological Services (NMHSs), which is the sole provider of weather and climate data and information. An integrated network for monitoring climate and physical process is required by meteorologists and hydrologists to gather data on climate hazards. This will gauge the states of preparedness for disasters. The same institution will evaluate vulnerability which is key in preparation for disaster management. (UNDP 2004) "Presence of a hazard does not automatically translate into a risk". Communities need information both on hazards and their vulnerabilities to determine priorities for reducing their risk. Institution should identify risk and put institutional capacity in place. These are the actions that reduce the factors that increases risk. The role of institution put in place after understanding risk will include; environmental management, poverty reduction, protection of critical facilities, networking and partnerships, and financial and economic tools to ensure a safety net in case of disasters. In this case, a risk projection should be conducted as part of the project's evaluation by the relevant institution, much the same way an environmental impact assessment or cost-benefit analysis are now often included by organization like national environmental management authority in Kenya.

2.5 Conceptual Framework

A lot of the research has been done in the areas of disaster management. However, in disaster management a number of terms have emerged from the framework of the concepts of "disaster management cycle case" which was developed by Woodbury (2005). In the disaster cycles, vulnerability leads to risk, risks in turns leads to hazard then hazards matures to be a disaster and disasters into crisis. The main stages of a disaster management according to Twiggs are; pre-disaster risk reduction, mitigation during disaster spans and post disaster management which include rescue and recovery. This section of study discusses the conceptual framework of disaster management and the main aspects of managing the disaster cycle in order to clarify the importance of state having candid, achievable and customized policy for disaster management.
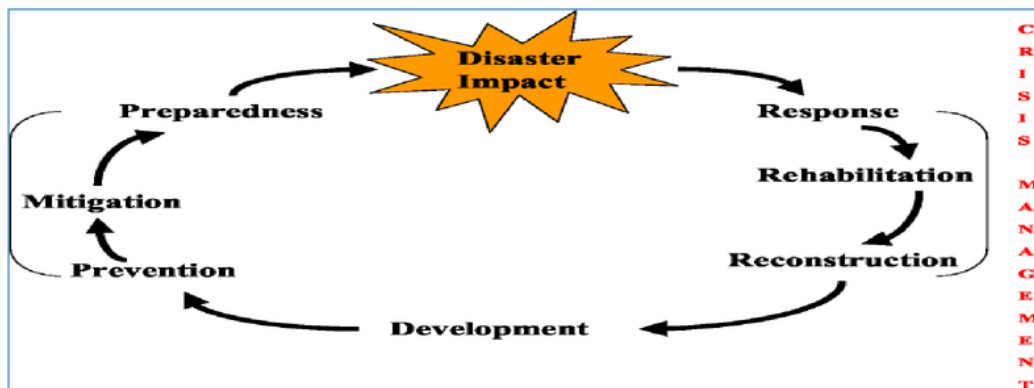
In the US, Federal emergency management unit (FEMA) is the head unit dealing disaster management (Jan, Chung-yuang, 1990; 2004a; 2004b). FEMA carried a detailed research and came up with Integrated Emergency Management Systems (IEMS) 1981. The Integrated Emergency Management System (IEMS) refers to an all-hazard approach to the coordination,

direction and control of disasters independent of their type, origin, size, and complexity. In the early 1980s, this term was coined by the Federal Emergency Management Agency, FEMA, of the United States. IEMS as a planning tool for the states which is a single flexible system (Jan, Chung-yuang, 1990; 2004a; 2004b). IEMS helps to single out the vital stages of the social, economic, environmental as well as the political aims that states have in illustrating the link between the soft and the hard facts as well as the progress of the IEMS in terms of capacity building.
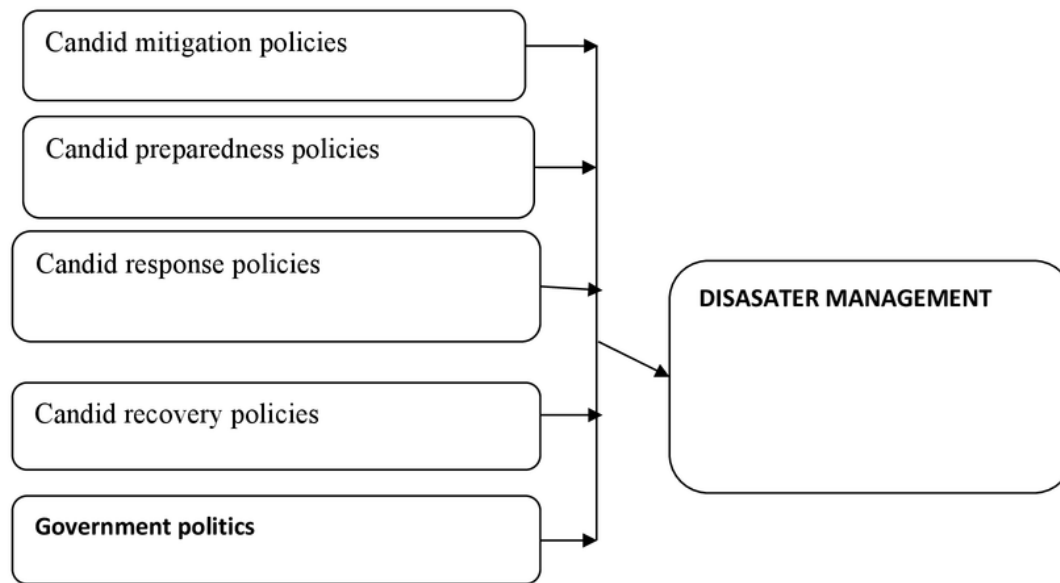
According to IEMS disaster management can be achieved through the determination of the extent to which the disasters may pose a risk to the general public through a logical and consistent way. Making an assessment of the current as well as the needed capabilities in relation to the risks that are posed, also proposing alternative measures that the state can adopt in order to roll out actions for closing the gaps between existing and required levels of capability. These efforts according to FEMA 1981 are related and must be undertaken sequentially. The identification of hazard forms the basis for assessing capabilities and determining the capability shortfall. The shortfall, in turn leads to preparation of multiyear programs development plan (policy).

According to Jan, Chung-yuang, (1990; 2004a; 2004b) preparedness policy are those sets of codes, rules, protocols that enhances the capacity of the organs of the state and the community as well as the individuals to deal with different disasters that has struck them these may include; coming up with proper plans, setting up a proper network of communicating, setting up of emergency centers, coming up with proper alarming systems, constituting a rescue team, training the disaster teams on the dos and don'ts as well as ensuring that the resources to manage the disasters are efficiently utilized. They further argue that response policy is those sets of rules procedures and protocol that insists on what to do when the disaster finally strikes. These measures may include among others putting up proper healthcare, operating centers of emergencies, rescuing as well as evacuating the victims, setting up of camps for the displaced, as well as setting up of prevention strategies to ensure that another disaster does not occur. While Recovery policy according to them are the normal short-term recovery methods and processes to be employed after or during crisis and they are as follows, reconstruction of the rescuing systems, for instance installation of new sources of water and electricity supply, for the purposes of ensuring the long-term plans, the infrastructure should be improved such as roads, eradicating pollution, disease control as well as maintenance of sanitation and cleanliness.

Actors who are of rational nature usually abide by the existing rules that maximize their values. The same rationalists argue that incase of any crisis that affects the citizens of a country, usually the government comes up with action plans to save the situation. These actions usually maximize the means. This model assumes that the substitution effect usually is key as the total cost of actualizing a plan goes up, the possibility of implementing the action usually decreases. The reverse is also true. The most asked questions by the rationalists include, what problem does the country experience? What are some of the response measures that are needed to be taken up? What benefit does each response plan have? What common values doe the country subscribe to? what pressures does the international community have on the state? The answer to the above question informs the decision to be made and implemented.

Figure 2.1: Conceptual framework

Candid mitigation policies	→
Candid preparedness policies	→
Candid response policies	→
	→ DISASATER MANAGEMENT
Candid recovery policies	→
Government politics	→

Independent Variables   Dependent Variable

Source: Author 2019

2.6 Research Hypothesis

Ambiguity of a policy has a direct impact on its implementation.

There is a correlation between formulation, subsequent implementation of policies and fire disaster management.

CHAPTER THREE
3.0 METHODOLOGY OF THE STUDY

3.1 Introduction

The section outlines data collection methods that were used to find answers for the questions that this study wished to address. The section was divided into the following sub sections; it will give a research design followed by the targeted population, the technique used for sampling as well as the methods used to analyze data.

3.2 Research Design

Being a quantitative research the study relied on the descriptive survey as its research design. This type of the research design was used to obtain pertinent as well as the precise information

concerning the subject matter. Cooper&Schindler (2007) noted that this design finds out how, where and what a phenomenon is without influencing the responded in anyway. This design was useful in obtaining correct information from large populations using a small sample that bears the characteristics of the whole population.

3.3 Study Population

Mugenda & Mugenda (1999) noted that a target population refers to that specific group of people that possess the relevant information which is under the study. The study population on the other hand is the total number of people within the scope of the study. Ngechu (2004) refers to a population as that group of people, elements as well as things which bears the most characteristics that are being studied. The population under the study can either be homogeneous or heterogeneous. However the population must be representative. Every item or person in a population stands a chance of being picked to participate in the study.

This study's target population included; the devolved units of authority, the ward administrators, chiefs of the areas, sub county administrator, the staffs of Kenya National Disaster Operation Centre (KNDOC). In Uganda; ministry of internal affairs, public administration officers, fire brigade staffs and other ministry that work hand in hand with fire disaster management in the capital. The research dealt with those employees who directly dealt with managing the fire disasters since they were knowledgeable about all the matters that deal with fire disaster management.

Table 3.1: Target Population

Sections	Population (Frequency)	Percentage %
National disasters management staffs	10	13
Sub county administrators	5	7
Ward administrators	10	13

Chiefs	5	7
Members of national assembly	5	7
Members of county assembly	10	13
Village chairperson	20	27
Fire brigade personnel	10	13
Total	75	100

3.4 Sampling Frame and Technique

A sample is that small group of individuals that bears the typical characteristics of the entire larger population. It is a small group that was studied and the findings derived were taken as the true and actual results of the entire population (Onabanjo, 2010).This study adopted the purposive sampling technique. This study also had a sample size of 75 respondents that were purposively picked in targeting the answerable authority and representatives of the population of the proposed scope of the population.

3.5 Data Collection and Instruments

This project aimed at collecting both primary and secondary data with aim of getting data that is quantitative. Data was obtained through the use of questionnaires, file video documentary, print media, press release, print media, Kenya print (gazette) reports of the state and humanitarian agencies. This research utilized use of questionnaires for primary data collection which was administered to all responsible officers from the level of formulation to the level of implementation.

Kothari (2004) noted that the use of questionnaire as a method of data collection is the best in getting the different attitudes, perceptions, opinions as well as values. It's also a cheap method of obtaining information from many people who may wish to remain anonymous. This study's questionnaire was divided into two major categories, namely the personal information of the various respondents category and the study variables category.

Quantitative information was obtained through the questionnaires given to all the respondents. This helped the researcher to save on costs as well as time. The questions were set or designed in such a way that it makes the respondents to say more.

3.6 Data Analysis

Before processing the responses the returned questionnaires were cleaned, edited as well as analyzed to ensure that they are consistent with the study. Then the collected data were filled in the SPSS software version 21.0 so as to categorize the respondents in different clusters. Data was then analyzed using the descriptive statistics such as the mode, the median, mean and other measures of central tendencies. Finally the quantitative data were analyzed using the content analysis. This means that both sets of data was compared, related and then an interpretation was made.

CHAPTER FOUR
4.0 DATA ANALYSIS, PRESENTATION AND DISCUSSION

4.1 Introduction

This chapter presents analysis of the data on the implementation of fire disaster policies on the outcome of disaster responses in East African capitals. The study was conducted on the key stakeholders of multi agencies for fire disaster management system in Kampala and Nairobi Kenya. The study had aimed at interviewing 75 individuals basing on the clusters which they fall into. However only 54 individuals returned their questionnaires making to a response rate of 72%.this percentage is somehow acceptable and represented all the clusters of the respondents. Therefore this rate was sufficient enough to carry out a data analysis process. This is according to a number of authorities in research such as Mugenda and Mugenda, Osso and Onen and Kothaari.
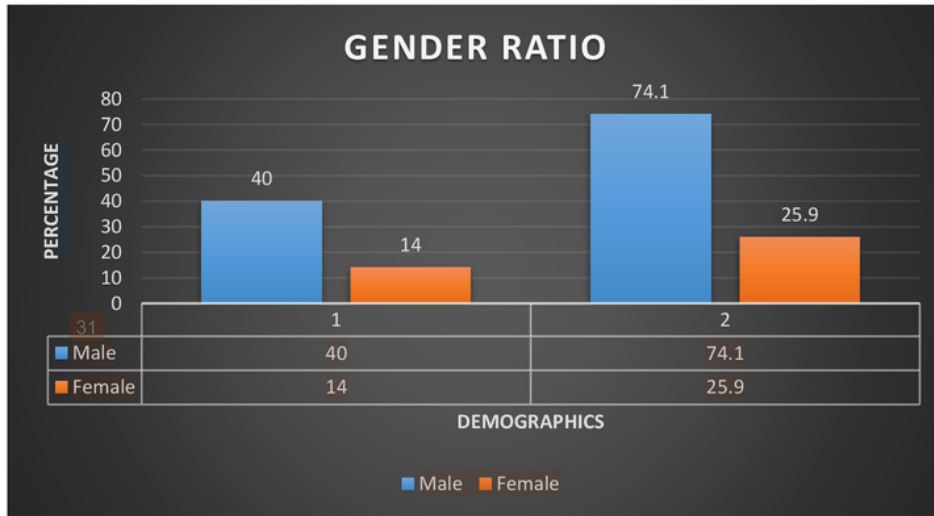
4.2 Presentation of Findings

The research found out that male species dominated most of the position in the disaster management units by having 74.1% male and 25.9% female as presented on the table below.

4.2.1 Demographic Information

Table 4.1: Gender of the respondents

|	Frequency	Percentage
Male	40	74.1
Female	14	25.9
Total	**54**	**100.0**

Figure 4.1: Gender of the respondents

On the gender of the respondents, the study found that majority of the respondents was male as shown by 74.1%. The rest were female indicated by a 25.9%. It therefore shows that, DMU and public administrator has more male employee in their multi agencies departments than female. This is as indicated in the table 4.1 and figure 4.1 above. Hence the research concluded that DMU is not attractive to female candidates or conducive for feminine.

Table 4.2: Sector in which the respondents worked in

	Frequency	Percentage
Public administration	40	74
Legislative	7	13
Fire brigade	7	13
Total	**54**	**100**

Figure 4.2: Sector in which the respondents worked in
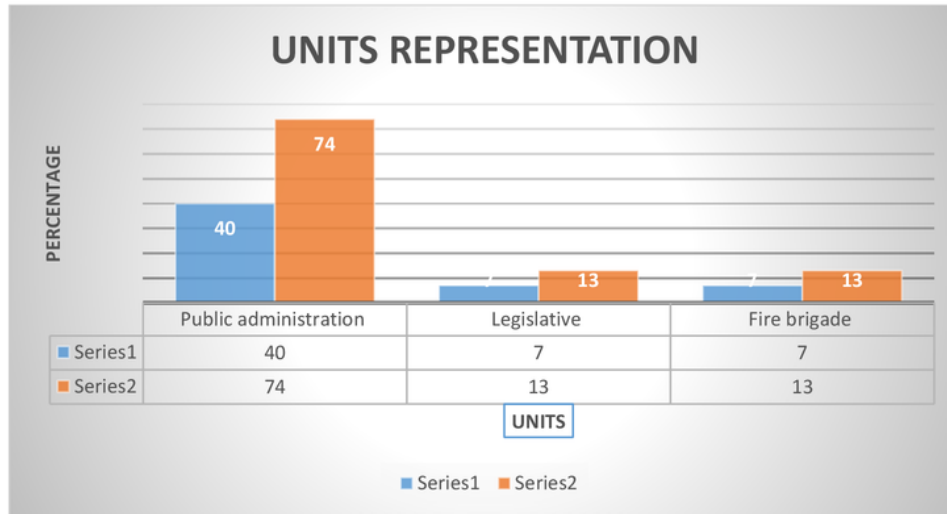
The study sought to find out the department in which the respondents worked in. According to the figure, majority of the respondents (74.1%) were from the government administration (DMUs and public administrators) sector while 13% were from legislative and the other 13% from the fire brigade who are directly involved with fire response calls. This was purposively done to meet the objective of this study.

Table 4.3: Duration which the respondents have been in the same unit of work

	Frequency	Percentage
1-5 yrs	20	37
6-10 yrs	15	28
11-15 yrs	12	22
16 yrs and above	7	13
Total	**54**	**100**

**Figure 4.3: Duration the respondents had worked at the department**

The study also aimed at finding out the duration respondents has been on the sector by number of years. From the table 4.2 above, most of them, 37% stated that they had worked in between 1-5years, for 6 to 10 years was 28%, for 11 to 15 years it was 22%, while those who worked for 16 years and above was 13%. It therefore depicts that; majority of the respondents (37%) had worked for less than5 years as shown above. Therefore this trend shows that at the entry and junior level staffs' number is high and many leaves gradually with the figures declining as time goes. Hence show a declining trend in experienced staffs and increased high staff turnover over time. Therefore we can conclude that staff exist sooner as they can after getting into DMU painting a picture of less staff retention. This could attribute the mix up within the DMU. Since team work depends on the output of each member.

Table 4.4: Age category of the respondents

	Frequency	Percentage
21 to 30 Years	20	37
31 to 40 Years	15	28
41 to 50 Years	12	22
Over 50 years	7	13

	Frequency	Percentage
21 to 30 Years	20	37
31 to 40 Years	15	28
41 to 50 Years	12	22
Total	54	100

Figure 4.4: Age category of the respondents
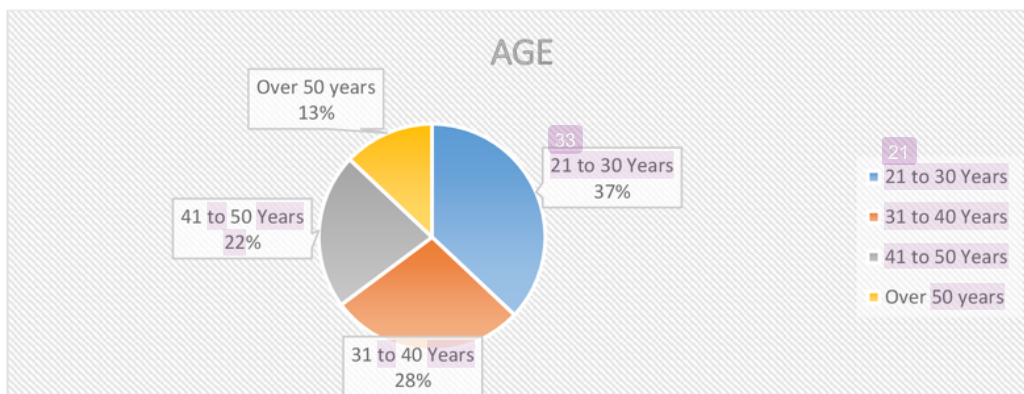
On the age category of the respondents, the figure 4.2 above presents the data findings. According to the figure, majority of the respondents (37%) were aged between 21 and 30 years, 28% were between 31 to 40 years while 22% were aged between 41 and 50 years over 50 years old employees were 13% as shown above. This shows staffs move from disaster management units with time to other sectors outside disaster management. Hence attrition rates due to various issues was evident as the age trend depicts. This high attrition and needs a survey to be done and possible luring policy to be formulated.

4.2.2 Clarity of the law on fire disaster management

Table 4.5: Elements of lack of clarity in law and frameworks for fire disaster management.

	Mean	Std. Deviation
Complete lack of policies/frameworks related to fire disaster management.	4.3226	.47519

Ambiguity in existing policies/frameworks related to management of fire disasters.	4.1935	.70329
Lack of policies/ frameworks for proactive fire disaster management.	4.4516	.56796
Lack of autonomous national disaster coordination center	3.8710	.71842
Lack of politicization of fire disaster management from realm of normal politics to realm of securitization through policy formulation	4.1613	.68784
Lack of policy regarding occupation health safety and hazards at residential and work place.	3.8710	.71842
Lack of policy which strengthens existing environmental institutions.	3.9032	.65089

The study further sought to establish the elements in lack of candidness/lacuna in-law, framework and its impact on fire disaster management in Nairobi and Kampala Capitals. The data findings are as presented in the table 4.5 above.

The respondents strongly agreed with the following elements of clarity of law and its impacts on fire disaster management; in some cases complete lack of policies/frameworks as shown by a mean score of 4.3226.This is a very high score hence showing the bigger percentage of the respondent agreed that there is a relationship between clarity of disaster management policies/frameworks and fire disaster management.

Similarly ambiguity in existing policies/frameworks as shown by a mean score of 4.1935. This confirms that ambiguity of existing policies had a negative impact on implementation which in-turn adversary affect fire disaster management. The respondents were in agreement with the statement that lack of policies/ frameworks for proactive fire disaster management as shown by a mean score of 4.4516. This response shows that respondent believes that lack of proactive fire disaster management polices affects the entire fire disaster management on a high scale. Lack of an autonomous national disaster coordination center as shown by a mean score of 3.8710. This shows a majority of respondent confirmed that absence of an autonomous centralized national disaster operation center had major impact on fire disaster management. Lack of politicization of fire disaster management from realm of normal politics to realm of securitization through policy formulation as shown by a mean score of 4.1613. Respondents were of the opinion that politicization of fire disaster was long overdue issue so as to treat disaster and disaster management as one of national objectives. While lack of policy regarding occupational health safety and hazards at residential and work place as shown by a mean score of 3.8710. This alludes that lack of

occupational health, safety and hazards regular inspections and strict implementation affects the fire disaster management. Lack of policy which strengthens existing environmental institutions as shown by a mean score of 3.9032. This shows that many respondents were of the view that if the existing institution were empowered through proper capacity building, then fire disaster management will be an easier task. The results here clearly show that majority of responded were in agreement that formulation of clear policies and framework is key in fire disaster management.

4.2.3 Implementation of policy/frameworks

The study further sought to find out whether implementation of existing policies and frameworks has an effect on fire disaster management. All the respondents stated that implementation has an effect on fire disaster management. It further aimed at establishing the extent to which implementation of policies and frameworks affected the whole fire disaster management.

Table4.6: implementation of policies on fire disaster management.

	Frequency	Percentage
Very low extent	2	4
Low extent	1	2
Moderate extent	9	17
Great extent	20	37
Very great extent	22	40
Total	**54**	**100.0**

Figure 4.5: Policy implementation effects on fire disaster management.
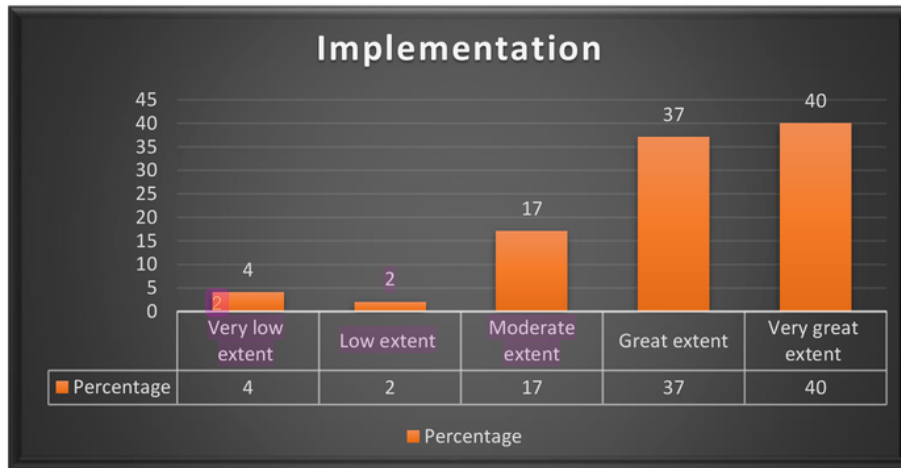
According to the figure 4.5 and table 4.6 above, majority of the respondents (40%) stated that policy implementation affects fire disaster management by a very great extent, 37% indicated that it affected to a great extent, while 17% expressed that it affected to a moderate extent, 2% and 4% stated that it affected fire disaster management by low extent and very low extend respectively. From this data it is evident that implementation of fire disaster management policies has a great impact on fire disaster management. Over 705% of respondent indicated that implementation has major impact on fire disaster management.

Table 4.7: Effects on implementation of policy and frameworks

	Mean	Std. Deviation
Lack of autonomous enforcement unit of existing policy	4.2581	.63075
Lack of defined role of devolved specialized enforcement units	3.7419	.51431
Lack of centralized disaster operation center	4.0645	.62905
Lack of organized data and information flow during emergency and disaster periods	4.0645	.99785
Lack of independent and integrated disaster management units	3.1935	.90992
Lack of political good will towards disaster management	3.7419	.51431

On the effects on elements of policy implementation on the fire disaster management the respondents were required to state their level of agreement on the factors above. For the implementation of policies to be strictly adhered to there must an enforcement authority to this effect, the respondents strongly agreed that lack of autonomous enforcement unit for existing policy as shown by a mean score of 4.2581.This show that majority of respondents were in agreement that absence of an autonomous fire disaster management authority had a great impact on fire disaster management.

They were further in agreement with statements that lack of defined role of devolved specialized enforcement units as shown by a mean score of 3.7419. This figure shows that that the respondents would like to see more specialized fire disaster management authority at local level so as to get real time response and capacity building for disaster risk reduction.

The respondents further agreed that lack of centralized disaster operation center by a mean score of 4.0645. This is a high mean score of respondent indicating that a centralized disaster operation center will improve efficiency of response and recovery in fire disaster management. That lack of organized data and information flow during emergency and disaster periods as shown by a mean score of 3.1935. Majority of respondent agreed that lack of centralized highly specialized multi agency units. When disaster strikes it needs different specialist to; save lives, protect property, and recover the lost or damaged, to prevent or avert second round of disaster. Hence integrated units is recommend lack of independent and integrated disaster management units as shown by a mean score of 3.1935. Lastly lack of political good will on fire disaster management scored 3.7419.The results here shows that majority of respondents were in agreement that implementation of fire disaster management has a great impact on fire disaster management.

4.2.4 National GOVT Support
Table 4.8: Effects of National support towards fire disaster management.

	Frequency	Percentage
Very low extent	1	2
Low extent	2	4
Moderate extent	4	7
Great extent	20	37
Very great extent	27	50
Total	**54**	**100.0**

Figure 4.6: National support towards fire disaster management
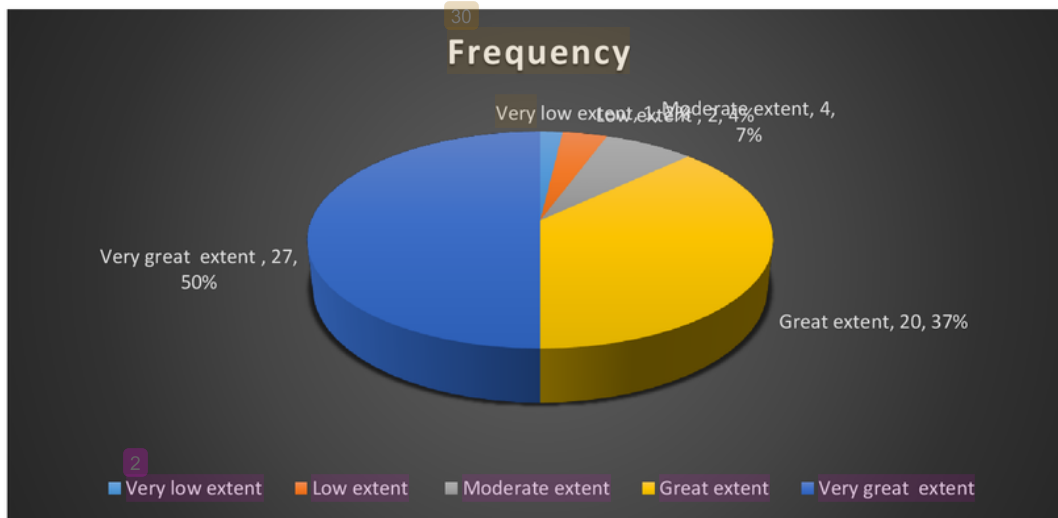
On the extent of government support and its effects to fire disaster management most of the respondents which was 50% stated that it affected to a very high extent, 37% indicated to a moderate extent while 7% were of the opinion that government support affected fire disaster management to a low extent. Further 4% indicated that government support had little to do with fire disaster management. The minority by 2% indicated that the government support had very little to do with disaster management in Nairobi and Kampala. This therefore shows that, government support towards fire disaster management is crucial as indicated by majority of the respondents 50% whom indicated that it greatly impacts on fire disaster management.

Table 4.9: National government support and its impact on fire disaster management.

	Mean	Std. Deviation
Lack of the treasury support/minimal allocation towards disaster preparedness research and capacity building.	4.4194	.80723
Lack of units to develop codes and frequent by-laws for fire disaster management.	4.3871	.71542
Lack of special courts division to deal with disasters related issues.	3.9355	.77182
Lack of policy towards community sensitization on disaster management	4.4516	.56796
Lack of national values among the law enforcement units.	4.3871	.71542

The study sought the respondents' agreement on above statements on government support towards fire disaster management. The respondents strongly agreed that availability and accessibility of funds for steady and swift operation was key in terms of fire disaster management. Hence lack of the treasury support by minimal allocation which leads to cost cutting which in turns affect the operation as shown by a mean score of 4.4194. That lack of units to develop codes for fire disaster management as shown by a mean score of 4.3871. This shows that lack of specialized disaster management unit to develop and review codes affects disaster management to great extent. Further, the respondents strongly agreed that lack of special courts division to deal with disasters case as shown by a mean score of 3.9355. These courts will be in-charge of litigation and interpretation of the existing fire disaster management policies/frameworks and codes. The respondents were also in agreement that lack of policy towards community sensitization as shown by a mean score of 4.4516, meaning that community sensitization on vice that may lead to fire disaster affect the management of the disaster. Lastly professionalism and ethics in the law enforcement units as shown by a mean score of4.3871. Hence showing that facilitation and community sensitization were key area that would improve on fire disaster management. The results here shows that majority of respondents were in agreement that government support is crucial in implementation of fire disaster management policies and frameworks.

4.3 Chapter Summary

This chapter presents analysis of the data on the implementation of fire disaster policies on the outcome of disaster responses in East African capital Nairobi and Kampala. It also established that there are broad policies and frameworks that exist to management fire disaster management. The study found out that fire among other disaster are embedded in chapter fourteen in the new constitution of Kenya 2010 and draft national disaster management 2009, Uganda National policy for disaster management 2010. The constitutions by themself have a great gap on disaster management and the necessary frameworks and how local and national government should work together in event of disaster. Due to this gap/ lacuna in law there are conflicting policies at national and local levels on how to deal with fire disaster management. Hence deriving to conclusion that customized policies and strict adherence and fidelity in its implementation gives the recipe for fire disaster management. It further established that great number of the respondent have no knowledge of the existing policies and frameworks that can still help the nation in reducing and managing fire disasters. Hence without knowledge of existing by the key people who are supposed to formulate or implement the existing ones then it would be hard to manage simple manageable disaster fire being one of them.

Therefore with proper policy formulation government and its people shall be knowledgeable, can apply the knowledge and communicate effectively to each other, can work independently bringing collaborative synergy arms. This will result to administrators who are guided by; policies, values, ethical behavior and connect across boundaries when it comes to disaster management. Further, the study has identified that lack of periodic policy reviews and implementation of existing ones was a major problem in fire disaster management. Other problems that face disaster management were lack of candid roles in the multi urgencies and in some case duplication of role and responsibility shift. Poor communication infrastructure and protocol was a key area of improvement in response and recovery.

CHAPTER FIVE
SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.1 Introduction
This chapter presents the summary of the data findings on the implementation of fire disaster policies on the outcome of disaster responses in East African capitals Nairobi and Kampala. The conclusions and recommendations drawn there to. The chapter is hence structured into summary of findings, conclusions and recommendations.

5.2 Summary of Finding
The study found that there are existing institution which can aid in fire disasters management in Kenya and Uganda. The study also found that there are existing fire management policies which can aid in fire disasters management in Kenya and Uganda. However the study found out that the coordination within the organization and between multi urgencies involved in disaster management had many loophole and needed to be reviewed and restructured to meet specific objectives. The study found out that in some cases disaster management policies and frameworks systems that are supposed to lead in successive, effective and efficient fire disaster management, fails to identifying shortfalls ahead of time. Hence the study found out that there is no clarity in law both at formulation and implementation stage. The following are the observations made by this study on part of policy formulation, implementation as a way of managing fire disaster hence the study gives its take on what should be done as follows.

5.2.1 Candid vulnerability mapping policy formulation
The study sought to find how candid fire disaster policies and frameworks are. This is the basic foundation of fire disaster management. Ambiguity of policies will automatically lead to either poor/partial implementation or full non implementation. This study singled out the need of urgently having clear framework on vulnerability mapping. This are the candid policies that shall look on the likelihoods that the individuals, the society as whole as well the socio-fabric of the nation maybe affected by the harmful effects of the disaster which may occur. Then the policies in this stage will be more prohibitory and giving clear warnings. The warning through vulnerability mapping will inform the disaster managers and decision makers on the clear actions to be taken to

prevent disaster or minimize its effects. Vulnerability mapping will scale down the extent to which a disaster will harm the society depending on their various capacities to cope, capability to resist as well as to recover from those harmful effects that may be caused by the disaster. The said risks will show how severity of effects on both the individuals and their properties. Hence the diagnosis of fire disaster is vulnerability mapping

.

5.2.2 Candid Formulation of preparedness policies

This study found out that as a nation we urgently need clear preparedness frameworks. This will be in line to paradigm shift from reactionary management to proactive DRR. Preparedness is mobilization of resources to get the right capacity and capability so as to prevent or tackle fire disasters easily. The framework to identification of hazard forms the basis for assessing capabilities and determining the capability shortfall. The shortfall, in turn leads to preparation of multiyear programs development plan (policy).

Preparedness policy will be the sets of codes, rules, protocols that enhances the capacity of the organs of the state and the community as well as the individuals to deal with different disasters that has struck them these may include; coming up with proper plans, setting up a proper network of communicating, setting up of emergency centers, coming up with proper alarming systems, constituting a rescue team, training the disaster teams on the dos and don'ts, as well as ensuring that the resources to manage the disasters are available, accessible effectively and efficiently utilized.

This will be the policies and framework formulated as the strategies that shall and must be adopted before the disaster happens. The policies will dictate the type of tools and equipment that are needed. Moreover the number of personnel and training needed in order to prevent and manage fire disaster easily. This comes about as a result of professional environmental surveys (land, water and air) and weather forecasting. Environmental survey will inform the necessary subset of policy formulation and frameworks for implementation.

It's at this point the safeguarding measures will be put in place by the state through policies, the communities and the individuals are given the necessary information and early warnings in order to stay away from the harmful effects of these vulnerability and risks. These measures may include

strategic policies on evacuations, demolition of illegal structures forceful mass transfer of human beings, stocking piling of food, medical assistant, health center and protocols to be followed in case a disaster strikes. Above all community sensitization through campaign both physical and mass media and civic education at all learning formal and informal institution.

5.2.3 Formulation of Candid Mitigation policies

The study found out that we need candid mitigation policy that can work by giving clear indication and directions to multi-agencies. These are the policies that shall dictate the actions that aim at minimizing the levels of harmful effects of the disasters. These actions can either be applied before the disaster happens, during the happening of the disaster and after a disaster has happened. Prior measures may include offering of training to the people on how to manage the disasters, putting in place policies that offer guidance on the land use as well as sensitization of the general public on managing the disasters. During the crisis there should be a policy for field operations, candid role and responsibility for each of small units in the integrated multi agencies disaster management unit. This will be a basic manual of field operations and decision making process during crisis.

5.2.4 Formulation of clear disaster response policies

The study established that response activities are crucial in saving lives and salvaging properties. Hence a clear disaster handling protocol is need according to findings of the study. This will be the policies that shall dictate the activities which provides assistance to maintain life, improve health and support the morale of the affected people. It shall involve the intervention to be taken during or immediately after the disaster. Response policy will be sets of rules procedures and protocol that insists on what to do when the disaster finally strikes. These measures may include among others putting up proper healthcare, operating centers of emergencies, rescuing as well as evacuating the victims, setting up of camps for the displaced, as well as setting up of prevention strategies to ensure that another disaster does not occur. The following elements are ideal for efficient response activities; communication infrastructure, identification, medical care, trauma management and counselling. Tools and equipment for physical recovery and management are required and should be free, available and accessible. This may include sniffer dogs, specialized earth movers, cranes for lifting, pulling and towing heavy materials, fire brigade water machines, cutting instruments should all be embedded in the response policy.

5.2.5 Candid Recovery policies formulation

The recovery and settling back to normal life indemnification is area that needs to be legislated so as to enable the victims of fire disaster resettle easily. Recovery policy shall be the normal short-term recovery methods and processes to be employed after or during crisis and they are as follows, putting camps for the affected, provision of basic amenities (food, water, shelter, clothing and access to mobile latrine), reconstruction for instance installation of new sources of water and electricity supply, for the purposes of ensuring the long-term plans, the infrastructure should be improved such as roads, eradicating pollution, disease control as well as maintenance of sanitation, medical care for those affected counselling and trauma management.

5.2.6 Paradigm shift to DRR

One of key factor of DRR is to consider disasters as a result combination of many factors. These key factors leading to a disaster can be scaled down and addressed separately then later integrated due to their dependency. By evaluation of all factors then a capacity building will be done, which brings the current and the required state of disaster management. Subsequently a full picture emerges of how to reduce disaster risks this informs the policy formulation. The DRR approach considers various susceptibilities factors and works to develop proactive means and ways that safeguard life and development; before, during, and after a disaster. This approach is useful to national levels and focuses on impacts/hazards, disaster management.

5.2.7 Strengthening of institutions

All the above were more addressing the clarity of policies at formulation and subsequent reviews. For implementation to be effective then institution and institutional frameworks are needed. The study found out that we have existing institution which can be strengthen to meet the current objectives. Institutions are critical in all disaster management, this is because they determine timely and strategic decision to be made at all levels so as to reduce disaster risk. Therefore resource mobilization and planning should be put in place as a way of reducing the impact of disaster and capacity planning through a candid framework. These institutions among others shall constitutes of a state's main decision making institutions, the legislature, the judiciary, the administration as well as other supporting structures such as the bureaucracy who are tasked with the role of the implementation of the said policies.

Institution should strive to reduce the extent to which a social, political, economic development project will increase a community's vulnerability. In this case, a risk projection should be conducted as part of the project's evaluation by the relevant institution, much the same way an environmental impact assessment or cost-benefit analysis are now often included by organization like national environmental management authority in Kenya. The implements that are used for fighting the emerging disasters shall be developed by the decision makers with a sole agenda of harmonizing all the measures undertaken by each department in dealing with the disasters.

Majority of respondents agreed that implementation can be done better if the policies and frameworks were candid at formulation. Candidness will inform the following; capacity building, communication, sensitization action plan and authority to act. Lastly candidness will but up structured protocol, mandate, responsibility, accountability and government role. All this will bring out; agility, efficiency and effectiveness in the institutions.

Then Nairobi county and Kampala capital should adopt DRR approach which considers various susceptibilities factors and works to develop proactive means and ways that safeguard life and development; before, during, and after a disaster. This approach is useful to national levels and focuses on impacts/hazards, disaster management. Therefore this study recommends formation of DRR through policy formulation.

5.3 Conclusion

The study sought to establish the implementation of fire disaster policies on the outcome of disaster responses in East African capitals Nairobi and Kampala. To this objective the study found out that there is little implementation of fire disaster management policies and frameworks. This is necessitated by lack of clarity at formulation stages of the policies which in turns affects its implementation due to its ambiguity. The ambiguity widens the gap of responsibility and action plan. The more the gap widens the harder it is to coordinate disaster management operations. Hence drawing the conclusion that was concluded that implementation of policies and framework was the recipe for fire disaster management in the region as a whole and that this was needed urgently. It further concludes that clarity in formulation of policies is a key area of concern in the vision of having few or no fire disaster through implementation of those clear formulated policies. The whole disaster management systems needed a re-organization and a paradigm shift towards

disaster management from traditional to proactive research based policy formulation and implementation.

Policy formulation and implementation needed a large support from local and international specialist and consultants. This is so as to keep the policies in a global standards factoring in element of globalization and technology rapid dynamism. Proactive research on policy design formulation is needed, hence leading to quality effective and efficient policy result. On the environment, enabling environment was found to be the motherboard of the disaster management system hence all efforts should be initiated towards peaceful harmonious institution and living conditions. Disaster management is very crucial area of concern and needs a lot of government support. Government support towards disaster management was not felt by the majority of respondent hence concluding that the government support was minimal and in some instance absent. Therefore the study concludes that government good will and support is urgently needed in implementation of the frameworks and policies.

Finally, the study concluded that infrastructure greatly affects the mitigation, response and recovery during crisis and post crisis build-back better. It further conclude that it is prudent to efficiently have and manage infrastructure such as serviced equipment, hazard mapping, good road and passage networks, toll free disaster communication lines, special hospital wings for disaster victims. Training and development institution are necessary for both the government officers and civilians.

5.4 Recommendation

The study recommends that, to improve on fire disaster management, the disaster management units should employ policy review, customized policy formulation and clear frameworks of new ones and strict implementation. The periodic disaster policy review should be based on research and bench marking with other well competitive states so to inform the models. All respondent agreed that good partnership with non-governmental organization will ensure that the transfer of knowledge and technology. This will enhance easy way to remain relevant with contemporary good quality infrastructure and systems so as to enhance efficiency and effectiveness in disaster management.

Policy on coordination and clear communication during crisis should be emphasized through defined roles and responsibility. This reduces bureaucracy in crucial moment of action and action plan for combating disaster. The government and other stakeholders should always engage each other in order to improve the state preparedness. Kenya disaster management authority and Uganda disaster management units should always plan in advance and ensure that there is enough time for capacity building. The government should also; employ, train, deploy disaster management personnel in good number. This will be achieved by establishing more sophisticated training colleges thus enhancing availability of well-trained staff in disaster management authority. The availability of adequate trained staffs will help in response and recovery. This will ensure that as state disaster response is timely and averts the probability of second wave disasters. With timely response to disaster and averting the second round time disasters, then lose will be minimized with few causalities and quick recovery and build-back better activity.

Societal and governmental efforts initiatives towards disaster management is crucial. Government should always do periodic campaign against practices that risks the community to fire disaster conducive sociopolitical environment will be the only sure way of reviving all independence and dependence of all units.

5.5 Suggestion for Further Research

The study suggest that a similar study should be conducted in all the disaster management institution and other main city for instance Tanzania Dar el salaam and Kigali of Rwanda to allow for generalization of results on the implementation of fire disaster policies on the outcome of disaster responses. Further studies should be conducted in other institutions such as; private fire brigades, county assemblies, within ranks of government administrators, vocational training, institutions of higher learning, religious institution and non-formal education sector to allow for comparison of results.

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