

Influence of bureaucratic Culture in the Delivery of Firefighting Services in Nyamira County, Kenya

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ABSTRACT

In as much as Counties in Kenya have been mandated to expedite devolved services to the citizens for accelerated development. Whereas the functions of county governments include provision of firefighting and disaster management services, the citizens have raised concern on the manner in these services are delivered especially bureaucratic culture in provision of firefighting services. This study aimed at assessing the influence of bureaucratic culture in delivery of firefighting services in Nyamira County by; analyzing the effect of organizational structure in the delivery of firefighting services in Nyamira County, assessing the influence of rules and regulations in the provision of firefighting services in Nyamira County, and determining impact of standards of operating procedure in the delivery of firefighting services in Nyamira County. The author made intensive review of documentary information relevant to the subject matter through questionnaires with closed ended questions as well conducted focus group discussions with market committee members in Nyamira County. This study adopted descriptive research design using both quantitative and qualitative research approaches. Quantitative data collected was analyzed using

descriptive tools such as mean and percentages and presented using tables, charts and graphs. The study involved 22 homesteads, 6 market centers and 19 schools affected by fire breakouts within the last five years. The theoretical framework that guided this study was Max Weber Bureaucratic Model. Analysis was done by the help of software program SPSS version 22 where tables and percentages was used to describe the phenomenon for easy presentation. Qualitative data collected from focus group discussions from key respondents was grouped and discussed based on the themes of the objectives of this study. The study revealed that; the existing organizational structure at the County government impedes service delivery, there are good rules and regulations managing fire fighting services at the county, and the county had standards of operating procedures. The study concluded by recommending that the county should pursue necessary organizational structural reforms.

**Keywords: Bureaucracy/ Bureaucratic Culture/
Service Delivery/ Firefighting/ County Governance/
Devolution/ Nyamira/ Kenya**

1. BACKGROUND OF THE STUDY

Organizations all over the world are faced with the challenges of customer satisfaction and retention of customers in both government and private sectors, which necessitate the application of series of management principles in order to remain in business (American Express Survey, 2011). According to Snyder (2013), the prime purpose of government is to provide customer service. The public is considered as the closest customer of government services and products. Racino (2015) describes public service as the implementation and execution of all government policies and programs. According to Benivegna (2007) disaster and emergency response services form part of the government programs which public administration is mandated to implement. Disaster response entails warning, evacuation, positioning emergency equipment and machines, search and rescue of life and property in the midst of or immediately following an emergency to prevent further damage of life and property (IFAS, 2008, Al-Dahash, Thayaparan and Kulatunga, 2016). According to IFAS (2008) poses that it is the cardinal responsibility and duty of the governments in power to protect and rescue their citizens and their national assets from disaster.

Globally, governments and states have formed national institutions and organizations to respond to disaster and emergencies. These institutions need to be empowered in order to work effectively and efficiently. According to UNISDR (2015), the empowerment of disaster and emergency department helps in prevention, mitigation, preparedness response, recovering and rehabilitation. Consequently, the UNDP has been at the front end in supporting the formulation of policies, legislation and plans in various countries in regard to disaster risk reduction, assisting in setting up national institutions and organizations in charge of disaster response services in disaster response services across the world (UNDP,

2015)

Despite all these efforts, there have been increasing concerns about the delays or failure of disaster risk reduction services from the governments in both developed and developing countries. According to Alex (2017), when a hazard occurs the response must be swift. Sound disaster response saves lives and effective co-ordination among responders is critical to the successful preparation for and response to the disaster. Unfortunately, most disaster and emergency sectors across the world lack sound response to disaster scenes effective co-ordination among the civil servants who are responsible in implementing government policies to the citizens (Ong'anya and Mwaruvie, 2009). According to Benivegna (2007), the citizens fail to get disaster risk reduction services effectively and timely due to the bureaucratic impediments in concern departments. Bureaucracy has tainted the government image negatively in the eye of service seekers due to the poor service delivery by many public institutions Alornyeku, (2011). In order to avert the negative image and improve the public service delivery hence winning the public confidence in public sector, governments and international bodies have initiated structural and administrative reforms in the public services. For instance, in India, the government initiated a national program that recognized the need to minimize or eliminate any loophole in the responsibility framework. The program specifies who is responsible for what at different stages (Government of India, 2016).

In Ghana, the government reformed the public service delivery through Public Enterprises Foundation (PEF) by issuing out the charters to the public sector agencies. The charter aims at ensuring citizen get to know the requirements of the services they need and the time expected to receive the said services (Alornyeku, 2011). In Uganda, through Public Service

Review Commission (PSRC), the government of Uganda has reformed her civil service through downsizing and rationalizing the bureaucracy and bureaucratic cultures for timely service delivery (Robinson, 2016). Kenya has endeavored in improving her public service delivery to her citizens over the years. For instance, in 2003 the government established citizen services charters as primary service delivery channels in public service delivery across the country in all ministries, departments and government agencies. The service charters were meant to allow the clients know who is responsible and what time the service could be obtained. Between the years 2004 and 2007, the government of Kenya institutionalized results-based management in the public service through Results for Kenya Program. In 2009, rapid results initiative approach was launched in various ministries (Hope, 2012). In the years 2013-2017 a medium term plan was developed as a requirement of Kenya Vision 2030 to reform the public sector. It is out of this plan, institutionalization of result based management in public service, training, capacity building and Huduma centers have been initiated (Government of Kenya, 2013). Disaster management is a devolved function in Kenya. It is managed through a county government disaster management committee. Among the objectives of county government disaster management committee is to enhance capacity of county governments to effectively manage the disasters and emergencies and to take all necessary measures to prevent or minimize threats to life, health and environment from disasters and emergencies (Government of Kenya, 2014).

As a way of enhancing public service delivery and ensuring the county governments are capacitated to deliver on their functions, technical support has been provided to operationalize public service in counties. The national government surrendered (seconded) 63,600 trained public servants (bureaucrats) to the

counties to assist in public service delivery. The seconding of public servants to counties expected to improve the capacity of county government to deliver services efficiently, effectively and timely. However, the citizenry of Nyamira County have questioned the nature of bureaucratic culture in bringing forth the quality, efficiency and effectiveness in service public service delivery in Nyamira County especially in firefighting services (Kobia, 2013).

According to Morogo (2014) and Kanui (2014), every year life and property are destroyed as a result of disaster. Nevertheless, Morogo (2014) adds that majority of these disasters could have been prevented or losses mitigated if proper disaster risk reduction services were properly delivered. Kanui (2014) and Morogo (2014) points out some of fire hazards experienced in Kenya. For instance they record that in January 28th, 2009 fire broke out at the Nakumatt supermarket downtown branch in Nairobi central business district where 56 people were confirmed dead though their lives could have been saved if the disaster response services could have been availed in time. In 2009 along Nakuru-Eldoret highway, a long trailer ferrying petroleum products toward Eldoret overturned at Sachangwan in Molo district and 144 people died. Most of these deaths occurred due to slow, late and uncoordinated firefighting services.

Some of the hazards and calamities that Nyamira has witnessed include violent theft, road accidents, malaria outbreak, tribal clashes and fire hazards (Kanui, 2014, Nyamira County Government, 2015). For instance, there have been a number of fire cases across the county in trading centers, schools and towns. In almost all these cases reported, the county government failed to respond to the satisfaction of citizens. For instance, in February 8th 2016, fire broke out at Kebirigo market in Nyamira County. Firefighting equipment from Kisii arrived almost three hours later. On October 28th, 2016

fire broke out at West Mugirango sub-county in Nyamira County. The water browser arrived late. Further in 2015 fire broke out at Nyamira high school. In this case no fire extinguisher engines were brought from the county. In July 4th 2016 fire broke out at St. Andrew Kagwa Nyansiongo Boys primary school but the county did not avail the fire engine machines (Araka, 2016). What could be the reason for all these delays and failures?

According to Schneider (2001), all emergency management response in place today are operated on bureaucratic approach management. Takeda and Helms (2002) note that bureaucratic management system rely much on group decision making via meetings and other communication tools. Takeda and Helms (2002) further say that while group decision making helps in shaping knowledge and information, it requires large amounts of time and effort. Consequently, this approach hinders and delays the system's ability to take swift and decision action to respond to the emergency. Schneider (2001) agrees that reliance on bureaucratic approach to disaster preparedness greatly limits efforts to respond in timely and effective manner to any calamity whenever it occurs. Schneider (2001) and Russel (2017) point out that most that respond to disaster and emergencies are highly bureaucratic in both function and form, which hinders the delivery of emergency services. Would it be that bureaucratic culture in the department of firefighting services and disaster management is the major contributor to the delays in responding to disaster in Nyamira County? It is on this basis the researcher identified Nyamira County as a locale for this study to assess the influence of bureaucratic culture in the delivery of firefighting services in Nyamira County, Kenya.

2. STATEMENT OF THE PROBLEM

The main purpose of firefighting services is to save life and minimize destruction of property through systemic

efforts to limit the spread and consequences of the disaster. This essential service helps if it is availed in time without delay. As a result, governments and international bodies endeavor to reform public sectors and indeed firefighting and disaster management departments for timely service delivery. Despite the reforms in the public sector, citizens in a number of occasions have questioned the quality of service delivery and the bureaucratic culture that guide the delivery of public services. Statistics from recent studies continue to show public dissatisfaction with public service delivery despite all the reforms in the public sector. According to Mitulla (2016) 53% of Kenyans are dissatisfied with public service delivery at counties. Wangari (2014) points out that despite the hopes of public service delivery at counties the public has turned into demonstrations in several counties claiming dissatisfaction of service delivery. For instance, evidence reveals a growing trend of public dissatisfaction on service delivery in Nyamira: the Kenyan Public Sector Services Delivery report indicates that in 2013 there was 53 percent level of dissatisfaction, 54.3 percent in 2014, and 60.3 percent in 2015. Among these services is firefighting services, where despite the critical nature in provision of this service, residents of Nyamira County have continued to express their dissatisfaction with firefighting services in all the incidents of fire outbreak. They have always witnessed ineffectiveness and inefficiency in responding to fire cases due to the delays or failure to arrive at the scene of the hazard in time. One wonders what makes the county officials delay to avail the fire extinguisher engines and other relevant equipment and machines to the scene of fire incidences and yet emergency management is the perfect example of government role as Waugh (2000) puts it. According to The Economic Report on Africa (2014), the state of affairs in service delivery is blamed on the existing heavy bureaucratic culture, bureaucratic rules and regulations that have affected the ease of delivery and

obtaining essential basic public services. It is against this background then this study sought to find out the influence of bureaucratic culture in the delivery of firefighting services in Nyamira County, Kenya.

3. OBJECTIVES OF THE STUDY

The main objective of this study was to assess bureaucratic culture influencing the delivery of firefighting services in Nyamira County, Kenya

The study was guided by the following specific objectives:

- i. To analyze the effect of organizational structure in the delivery of firefighting services in Nyamira County, Kenya.
- ii. To assess the influence of rules and regulations in the provision of firefighting services in Nyamira County, Kenya.
- iii. To examine the impact of standards of operating procedures in the delivery of firefighting services in Nyamira County, Kenya.

4. STUDY DISCOURSE

The study discourse section capture the relevant literature to the study and their review under different subheadings as below;

4.1 Organizational Structure in Provision of Firefighting Services

Bloisi et al. (2007) defines organizational structure as a grouping of people and tasks into different units to boost coordination of communication, decisions, and actions within an organization while Griffin (2017) describes hierarchical organization structure as a structure in which power, authority and responsibility are clearly specified and allocated to individuals

according to their standing in position in the hierarchy. Each bureaucratic level reports to the bureaucratic level above it. Consequently, organizational structure determines the rate at which decisions are made and the flow of information within the organization and outside (Jung and Kim, 2013). The more the levels of operations within the organization, the slower the pace at which information flow. Decision making delays when many people are expected to give their input before a decision is reached hence delay in service delivery (Feeney, 2011; Walker, 2009). Therefore, firefighting department like all other disaster management departments need lean or flat organizational structure that can fasten the provision of firefighting services to avoid damages and loss of life and property (Meehan, 2018).

Valero (2015) looks at organization structure in four dimensions in public agencies; these dimensions include: centralization, formalization, red tape and complexity. Rainey (2009) and Wright & Pandey (2009) argue that centralization is concerned with whether power and authority are spread or dispersed equally across an organization or whether it concentrates in the hands of few individuals. Centralization focuses on the location of decision making authority within the organization. Valero (2015) points out that if a bureaucrat has little discretion power in making decisions, he/she will need approval from those above them before making any decision but if otherwise they do not need necessarily need any approval from higher ranking officials. Second dimension of organization structure is formalization. Formalization is the degree to which organization has written rules and regulation (Rainey, 2009). Valero (2015) adds that formalization helps to keep order and consistence in organization performance of employees, in this case firefighting service providers. Third dimension of organization structure is red-tape. According to Bozeman (2000)

red-tape are burdensome administrative rules and procedures that have negative effects on the organization's performance. Fourth dimension of organization structure is complexity. According to Jung (2012), complexity is the number of sub-units levels, and specialization within an organization. Rainey (2009) adds that that horizontal differentiation (specialization) and vertical differentiation (hierarchy) make organizational structure complex. As a result to this, Jung (2012) argues that higher level of organizational complexity negatively affect organizational performance. Valero (2015) then concludes that weak or lack of proper organizational structure has negative impact on the performance of the organization.

In regard to organizational structure and provision of disaster services, each country has different organization structure formation. For instance in South Korea, the emergency management system has been traditionally operated on a three tier structure that consists of national, provincial and local governments. The higher tier is responsible for provision of rescue services during the emergency while the second tier acts as link between the national government and the local governments. The third tier is responsible in coordinating local emergency management. However, the local governments heavily depend on the higher authority for support and direction during disaster. This suggests central and complex structure (Valero, 2015). In Japan, however, the case is different. The organization structure in disaster management is less complex (doesn't have many departments) and fully centralized. The officials have the flexibility to create change within these departments Japan's organization structure does not necessarily employ top-down approach in responding to disaster (Valero et al, 2014).

Disasters like fire outbreaks have far reaching negative effects. As the Government of India (2016) puts it a

disaster is an event or series of events, which gives rise to casualties and damage or loss of properties, infrastructures, environment hence affecting the delivery of essential services and/or affects the means of livelihood on such a magnitude which is beyond the normal capacity of the affected community to cope with. Also UNISDR, (2009) describes disaster as a catastrophic situation in which the normal pattern of life or eco-system has been disrupted and extraordinary emergency interventions are required to save and preserve lives, property and or the environment. But *The Nairobi City County Disaster and Emergency Management Act* states that disaster arises from any natural or unnatural happening such as fires outbreak or spread of a disease that affects humans, plants or animals. This definition is narrowed down to fit the context at which counties operate in Kenya in the sense that few disaster services fire fighting services are devolved.

Based on these definitions, a disaster should be responded to promptly in order to save life and property. Organization structure is an important component in provision of timely disaster response services. This means that a weak organization structure impedes effective, efficient and timely firefighting services (Valero, 2015). It is therefore important to ensure that the organization structure in fire department is flexible for easy coordination among the bureaucrats during the emergency. A rigid, bureaucratic command and bureaucratic control approach to emergency management generally leads to an ineffective emergency response (Bussell, 2014).

According Carter to (2015) it is important to note that fire service folks are no different from any other sort of people. They have to work within an organizational context. Whether you are building airplanes, sweeping streets or fighting fires, the basic concepts are the same. Once an organization has determined all of the

tasks that it feels it must undertake to properly protect its citizens, it then can take the next structural step in developing its organization. It will develop a form of departmentalization to get the various jobs done. This would be the point at which like functions or areas of concern are grouped together. You will find many examples of this in larger fire departments. All training functions are placed in the training division, all firefighting operations in the suppression division, and the ancillary functions into a services division. This type of specialization allows you to develop skill and knowledge groups around the various areas of expertise. Hopefully, as people gain knowledge and experience in these areas of departmentalization, service delivery will improve. Develop experts within the department who are sharp enough to perform extra duties, in addition to their basic firefighting roles.

In order to ensure emergency and disaster services are delivered in time governments across the globe have restructured their hierarchical organization structures for effective and efficient delivery of disaster services to the citizens. However countries that have not embraced reforms in their bureaucracy in the department dealing with the emergencies still keep on losing citizen lives, property or environment.

For instance, in America bureaucracy failed in dealing with hurricane Katrina disaster. The government agencies faced huge bureaucratic challenges when dealing with hurricane Katrina disasters. Many agencies and levels of government failed to get coordinated. The organizational structure in emergency departments failed due to complexities. Consequently, hurricane Katrina became the costliest natural disaster and one the deadliest hurricanes in the history of the US where at least 1,836 people died and total property damage estimated at \$81 billion was recorded (Yip, 2013).

In the town of Milton, the fire department provides a wide variety of administrative and emergency response services to the town and to the public in general. The department is made up of five divisions: Administration, Emergency Operations, Training, and Fire Prevention and Support Services. The Fire Chief has recently reviewed the current organizational structure of the department to determine if the administrative and emergency response services provided were in the most efficient and beneficial manner. It was identified that the organizational and functional re-alignment was necessary to streamline the reporting mechanism of the department's divisions under a new fire department management structure (Ellsworth, 2008).

In Portland, the Department of Public Works Commissioner is the Commissioner in charge of Portland fire and rescue (PF&R). The primary responsibilities of the Commissioner are to oversee development of PF&R's budget and act as the political liaison between the Mayor, community, and other elected commissioners. The Department of Public Works Commissioner does not get involved in day-to-day issues of the PF&R or personnel issues below the rank of Fire Chief. The system appears to work very well in the sense that it provides a political buffer for the Fire Chief. He and the other commissioners exert considerable influence over the running of PF&R, especially in the area of the budget. From a political and practical standpoint the Department of Public Works Commissioner is extremely supportive of the PF&R's efforts. He lets the Fire Chief do his job because this is a very well-run bureau. It is an organizational culture that is quite adept at the empowerment of its employees both sworn and civilian. It encourages and fosters new ideas, and the TriData team was told many times during interviews that if an individual is willing to do the research and present a new idea that he or she will be heard.

Another key communication mechanism in the bureau is the use of a closed circuit television show once a month called the “Chief’s Corner” where the Fire Chief elucidates goals and initiatives of PF&R. During the show, the rank and file of the bureau has the opportunity to call in real time and ask questions or make comments directly to the chief (TriaData, 2006).

In Pakistan, there is existence of several departments that have roughly the same mandates with no clear demarcations as to what they are supposed to do in case of emergency. This is manifested in the recent avalanche in Siachen that buried 138 people in amass of rubble (Zaid, 2012). And the fire that caught garment factories in cities of Karachi and Lahore where that fire is considered to be the most deadly and worst industrial factory fires in Pakistan's history killing 289 people and seriously injuring more than 600 (Chaudary, 2012). On the other hand, a number of countries have succeeded to reform their organizational structure in order to respond to disaster effectively in the departments of emergency. In America, for instance, the September 11th, 2001 is one of commonly thought of as one of the major disasters in the United States. In response to the disaster, the local response networks were overwhelmed and resources were strained but there was no bureaucratic system breakdown in organization or authority (Mener, 2007).

In Turkey, the government observed shortcomings in disaster management collaboration hence prompted to do a reorganization of the disaster management system and bureaucratic organization structure that led to the emergence of a centralized hybrid network. This ensured quality efficient, effective and timely disaster services delivery (Hermansson, 2016). In Ethiopia, the structures is relatively well organized from the centre to small village level with some degree of autonomy and leverage in decision accorded to

each level in the hierarchy (Sims & Vogelmann, 2002).Bureaucratic structure is developed and able to implement disaster preparedness activities well without organizational structure failure. Despite scoring poorly on international indicators of corruption, the bureaucracy is relatively uncorrupted and that skimming of resources intended for natural hazard-related programs is not a substantial problem in the country (Bussell, 2014).

In South Africa, power is vested in local government institutions to set up administrative structures and mobilize resources to be able deal with the functions of disaster management. The institutional setup and organizational structure is geared toward their needs for the management of disasters (Viljoen & Booysen, 2006). In Kenya, the organizational structure in dealing with disaster is a two tier structure: national government and county governments. There are many existing institutions that deal with disaster management but their activities are mostly uncoordinated, reactive and haphazard resulting to duplication of efforts, wastage of scarce resources and enormous disaster losses of lives and property (Moses, 2013). For instance, in the office of the President the following departments are established:, relief and rehabilitation unit, national disaster operations center, national food security office and national aids control council. There are also other specialized organizations and departments like the Kenya Police, the Ministry responsible for state for defense, national youth service, and local authorities’ fire brigade among others which have roles in search and rescue, relief, anti-terrorism, evacuation, safety and public order, disaster planning and management, enforcement of crowd control, conflict resolution and fire fighting (GoK,2010b).

In order to improve delivery of disaster services short comings that come due to these many institutions, the

government of Kenya has taken a step to reform this organizational structure through an elaborate national disaster management policy. The policy seeks to strengthen county government's capability for effective and efficient disaster management and minimize vulnerabilities to risks. At the inception of devolution, the counties did not have coordination mechanism and framework to guide their initiatives (Mortimore, 2009). But at the moments some county governments have developed a disaster response coordination mechanism and framework (DFID, 2017). Coordination between various government organs at the county have been strengthened, capacity enhanced and other stakeholders incorporated through public participation forums (GoK, 2010b). According to the Kenya constitution (2010), fire station services and disaster management are devolved functions. It is the mandate of the county governments with conjunction with the national government to ensure proper disaster management policies are in place. According to the fire services and disaster management law, the governor is the chairperson in the authority that deals with disaster within the county. Among the objectives of county government disaster management committee is to enhance capacity of county governments to effectively manage the disasters and emergencies and to take all necessary measures to prevent or minimize threats to life, health and environment from disasters and emergencies (Government of Kenya, 2014).

However counties face bureaucratic challenges in responding to disaster whenever it occurs in most cases. In Nakuru County for instance, Nakuru residents have faulted the Emergency Response and Disaster Management Department for being ineffective after an accident along the Mai Mahiu-Narok highway that involved at least eight vehicles which burst out into flames. Residents claim there has been laxity from the department in responding to fire incidents. The fire engine arrived after six hours due to long channel of

communication of personnel who needed to make a decision (Murage, 2016). Mutavi (2017) reports that the delays and failures to address emergencies that are experienced in counties, it is as a result of rigid bureaucratic culture within the operations of government departments. Sanders (1997) add that bureaucratic structure (pyramid) slows down communication Merton (1940) puts it that though bureaucratic structure is generally conducive to efficiently delivers services. It is prone to self-protective behavior on the part of officials which is often inefficient. He further affirms that the bureaucratic practices designed to produce efficiency will yield to ritualistic or extremely rigid behavior that detracts from efficiency.

In Nyamira County, there have been a number of fire cases across the county: trading centers, schools and towns. Almost in all the cases reported the county government failed to respond promptly. For instance in February 8th 2016 fire broke out at Kebirigo market in Nyamira County. Firefighting equipment arrived almost three hours later. In October 28th, 2016 fire broke out at West Mugirango sub-county in Nyamira County. The water browser arrived late. Further in 2015 fire broke out at Nyamira high school but no fire extinguisher engines were brought from the county. In July 4th 2016 fire broke out at St. Andrew Kaggwa Nyansiongo Boys primary school but the county did not avail the fire engine machines at all (Araka, 2014). Bureaucratic procedures and organizational structure failures have been attributed to delays in responding to fire incidents in Nyamira County.

4.2 Rules and Regulations in Delivery of Fire Fighting Services

According to Robert (2009) a rule is a standard statement or procedure adopted to address matters within the operational authority in the organization. He further points out that a rule is the principle or

instruction that states the way things are or should be done, and tells you what you are allowed or are not allowed. According to Leisha (2008) rules and regulations are said to be effective if they meet five attributes (a) have written requirement (b) have valid means –end relationship (c) employ optimal control (d) are consistently applied (d) have purposes understood by stakeholders. This means that stakeholders should be involved in formulation and implementation of such rules and regulations (Godsell, 2000). Rules and regulations ensure uniformity, coordination and consistency in behavior in terms of service delivery in the organization. Rules and regulations provide continuity and predictability to organizational course of action for better service delivery. Every person knows the outcome of his behavior in specific situations (Leisha, 2008)

There exists today no entity which is not governed by policies, rules, and regulations, and the fire service is no exception. In the absence of rules and regulations our world would blossom into a nightmarish environment, therefore, the need for some type of control mechanism. Unlike other services though, the fire service has a responsibility to protect lives and property from the ravages of a variety of hostile forces, natural and man-made. As a result, the firefighter is typically in a dangerous environment of emergency response and hazardous situations, loss control policies, rules and regulations become critical to develop and adhere to. The regulations controlling fire-fighters can be promulgated in a number of ways. At the federal level, state level, regional/county level, or within the department/municipality. Whatever regulations govern your department should be obtained, reviewed, compiled with, and a copy maintained as reference. Generally, the fire department should, as much as possible, advise personnel through the appropriate means of the apparent hazards being faced, any relevant symptoms, appropriate emergency treatment and the proper conditions and precautions of

safe use or exposure. In addition, it is necessary to monitor and measure various health hazards, keep available any and all appropriate records including those of inspections, investigations of serious illness and accidents, exposures of employees to potentially toxic materials or harmful materials and similar type items (Firehouse,2003).

However, Alvinus (2012) notes that many rules which govern the bureaucratic organization can be directly counterproductive. Rigid bureaucratic rules and regulations are ineffectual and hindrance when swift, time sensitive action is required. He further points out that strict adherence to rules, regulations and procedures make the rules an end. The organization structures tend to become procedure-oriented rather than goal-oriented. People are looked at on the basis of how well they keep the rules and not the results (service delivery). The rules may, then, become the objectives and objectives may become secondary. Owen (2003) argues that rigid adherence to rules could anticipate consequences including a reduction in efficiency. Aliyu and Idris (2016) reports that from eighteenth and nineteenth centuries there has been noticeable rigidity in standard operating procedure of organizations. Aliyu and Idris (2016) further say that in most bureaucratic organizations, decisions are governed by a consistent system of abstract rules, regulations and procedures which the administrators must strictly adhere to in any operations within in the organization.

Aliyu and Idris (2016) say that countries have continued to experience backwardness in their delivery of essential and basic public services due to administrative bottlenecks that often characterize the implementation of government policies, rules and regulations, programs and projects. This affects the efficiency of service delivery especially in delivery of disaster services such as firefighting services. For

instance, In the USA, Federal Emergency Management Agency's assimilation into Department of Homeland Security (DHS) which merged more than 22 government agencies created extra bureaucratic procedures. The revocation of FEMA's independent status severely hampered its ability to quickly respond to disasters. It created additional bureaucratic layers of communication lapses and red tape forcing officials to abide by tedious rules and regulations. FEMA was subjected to rigid rules in order to provide vital services especially disaster services (Tonya, Beth & Tanya, 2006).

In Canada, Teofilovic (2002) calls the Canadian public bureaucracy as anachronistic and outdated. He further asserts that it cannot withstand the pressures of the competitive market. Teofilovic compares the private and public bureaucracies that they are both process-oriented and rule-based but the private sector adopts flexible workplace structures and encourages creativity and experimentation to maximize efficiency and productivity due to competition and consumer satisfaction. In India, the bureaucratic framework has often been criticized for red-tapism and excessive adherence to rules and regulation leading to delay in decision making process. Charges of corruption and bribery against the bureaucracy are rampant hence hindering public service delivery (Jaiswal, 2013). In Nepal, rigid bureaucratic rules and regulations have led to the delay in response to emergencies. For instance the relief supplies for earthquake victims delayed because of bureaucratic interference by Nepalese authorities who insist that standard customs inspections and other procedures be followed even in an emergency (Harris, 2015). Harris (2015) further says that the bureaucratic rules are just so rigid. Many layers of government and so many departments are involved and many different line ministries involved in decision making during the disaster hence hindering effective and efficient disaster service delivery.

In Ghana, Adu-Gyamfi (2005) laments that bureaucracy is responsible for lack of initiative, creativity and innovation in public service delivery in public organization and departments such as Ghana education service, department of birth and death registry and land title registry due to excessive adherence to laid down rules, regulations procedures and methods delay in service delivery to customers by public agencies such as customs excise and preventive services; centralization of strategic investment service by public officers and the rigidity and inflexibility of middle class public servants leading to exploitation of the consumer in service delivery. He further blames bureaucracy due to the emergence of self-egoism and ritualism instead of team work at the public departments hence jeopardizing public service delivery.

In Nigeria, Adebayo (2007) says that instead the existence of such operational rules, regulations and procedures has given room for a rigid bureaucracy and bureaucratic practices in the Nigerian Public Service thereby thwarting the achievement of government's developmental objectives and attending to the emergency situations. Bureaucracy and rigid administrative procedures have also made corruption more endemic in Nigeria (Okotoni, 2003). Consequently, this bureaucratic process and procedures in Nigeria have attracted widespread criticism for being the bane of Nigeria's problem poor service delivery especially the emergency services. This has in turn scaled down the pace of emergency service delivery significantly.

In South Africa, municipalities have a critical role to play in providing efficient and effective basic services to the citizens such as response to the emergencies; unfortunately the delivery has been hindered by the rigid bureaucratic rules and regulations. Bureaucratic

rules and regulations are excessively complex in that they impose unnecessary delays, inaction or costs which exceed their benefits. Rules and regulations are no longer effective in achieving the purpose for which they were originally created. Red tape (rules and regulations) results in undesirable outcomes as a result of negatively impacting on public service delivery. Red tape involves excessive enforced regulations or rigid conformity to formal rules that are considered redundant or prevents effective decision-making (Wolpe, 2013).

Kenya has experienced a number of disasters; the most common include floods, droughts, hunger, landslides, lightening/thunderstorms, road traffic accidents, fires, strong winds, HIV/AIDS, terrorism and tribal conflicts and clashes. For instance out of Kenya's 47 counties, 23 have been deemed to be facing disastrous drought. Almost 70 % of Kenya's land mass is affected by drought (Huo, Mashara & Musyim, 2016). Kenya is affected by floods following heavy rainfall. Landslides and mudslides occur during the rainy season and are accelerated by flooding (Kertich, 2011). According to Raymond (2012) in a number of occasions citizens have failed to realize effective and efficient firefighting and disaster services during and after the calamities have occurred due to rigid rules and regulations.

According to Schneider (1992) disasters place enormous and extraordinary burden on the people who experience them. The government therefore urgently needs to come in to respond with speed and urgency to the situation but in some cases the government efforts seem to be slow, ineffective and misguided due to rigid rules and regulations. Dr. Mutua (2016) equally laments that rigid rules are impediment to development. He points that during the Machakos county investment conference, the county government signed sh.2.8 trillion with investors but bureaucratic procedures in the central government played a key role

in delaying the projects due to the long procedural process in actualizing the memorandum of understanding signed. Kamau (2014) points out that the entrenched rationalized bureaucracy on which our politics is based has substantially reduced the chances of any Kenyan being elected as president other than one from the Agikuyu community. Their economic muscles and number give them an advantage in competitive politics- technically undermining the justice and equality of the rest of Kenyans. Bureaucracy which we whole heartedly embrace from the colonial masters has resulted into oligarchy with individuals from the same tribe at the helm of political leadership. Over time they have generated unregulated and often unperceived social power which they control the political decision of Kenyans. Consequently, other Kenyans feel excluded and hence this greatly becomes a bureaucratic barrier to effective public service delivery.

President Uhuru Kenyatta (2013) admits that bureaucracy had bred to inefficiency, corruption, wasted time and costs billions of shillings. Kenyans have been subjected to moving from place to place in search of basic services from government. Kenyans and visitors have become accustomed to being frustrated numerous times in their quest for public services. Endless, static queues have been the order of the day. Public services have become the epitome of inefficiency. Public servants are said to be rude, reluctant, slow or negligent in discharging the public service. Riggio (2010) posts that bureaucracy can also hinder progress in organization. Bureaucracy can be counterproductive. He adds that bureaucracy is about rules but not results. When small-minded people adhere strictly to the bureaucratic code, without critical analysis, without thinking about the broader implications, and neglecting the overriding mission and goals of the company, it can kill the organization. Often bureaucratic rules, processes, procedures, and

selfish personal agenda can lead to disaster within organizations and the employees.

Beethan (1996) points out that strict adherence to bureaucratic procedures can hinder efficiency. This is because bureaucratic principles of organization produce significant dysfunctional effects, which became more accentuated as the principles are out into practice. According to later study done by Alqahtani (2013) adherence to rules can become inflexible, impersonality produces bureaucratic indigence and insensitivity; hierarchy discourages individual responsibility and initiative. Officialdom in general promotes officiousness.

4.3 Standards of Operating Procedures in Delivery of Firefighting Services

The disasters may cause enormous loss of life and property. Even though the global average of number of disasters has been rising rapidly, improved warnings and mitigation program and quick response have reduced significantly the loss of human life. Among the measures fire departments have taken is developing standard operating procedures (SOPs) in the fire departments (Government of India, 2015). Policies, rules and regulations describe the generalized perspective of a task without getting into the specifics of what real need to be done. They govern who does what on the assigned job but standard operating procedures (SOP) tend to get down to particulars of how a job is to be done. SOPs work to implement policy and rules. Basically, Policies, rules and regulations come first then standard operating procedures are drawn up out of the policies and rules. Therefore, a standard operating procedure is a set of step-by-step instructions compiled by an organization to help workers carry out complex routine operations in order to achieve efficiency, quality output and uniformity of performance while reducing miscommunication and failure to comply with the existing rules and regulations within the organization (Bondigas, 2017).

Managers can use the SOP framework to develop target ranges and make assessments of individual performance. Employees who work in compliance with SOPs know exactly what is expected of them, and they plan their work schedules to meet their goals with efficiency. When all employees follow the same processes, it's an easy matter to measure them against the same standards. Performance can be fairly appraised. This is especially important in cases where high-performing employees are rewarded, and low-performing employees are retrained or placed on probation. Standardized procedures guide workers and reduce the possibility of missed steps or other errors that impact the quality of the completed product. Meticulously followed SOPs ensure that your product or service is created in the same way from start to finish. Providing a blueprint for the line of production creates consistency and protects the integrity of your product (QuickBooks Canada Team, 2016).

According to Amy (2017), SOPs are what smart organizations use to create consistency in how processes and tasks are performed. They consist of clearly documented, step-by-step procedures and checklists that are easy for employees to follow and greatly reduce the chances of mistakes. When mistakes occur, they give managers a real basis for redirecting or disciplining an employee. Amy (2017) further points out SOPs play important roles in service delivery .These roles include: They facilitate communication. Well written SOPs clearly communicate responsibilities to employees.

SOPs mitigate risk .SOPs define what an organization's policies are while outlining the steps necessary to respond to the situation denoted in the policy. They become our quick reference guide on the daily in-and-outs on how to perform necessary functions. This becomes especially important given the amount of turnover, promotions, and general human

resource movement between organizations. They reduce risk by ensuring employee knowledge and procedures are transferred when human resources are lost or otherwise reallocated. It's the quick guide that serves as the basis for our training materials, employee certifications, and the reference when an employee is unsure of how to respond in a given situation. Also according CoveragePoint (2016) adds that by having a set of SOPs that define the personality of the organization, it sets the standards by which the organization requires its constituents to abide by. In this way it mitigates risk by ensuring that all employees are on a level playing field and have the knowledge of how to act in a given scenario. If this information is not communicated to the employee roles become ambiguous and company culture is not cohesive.

SOPs facilitate compliance. As technology and global interaction increase, so will the need for regulatory constraints placed on our organizations. Regulatory measures are meant to be placed to require organizations to act within specific boundaries while protecting groups from capitalistic greed, corruption, and ensuring organizational transparency. SOPs define the policies and procedures necessary to be in compliance with regulatory measures. SOPs ensure Corporate Cohesion. SOPs are the backbone of the organizational personality that ensures the organization is in compliance while setting organizational culture standards. They provide a method to compare quality to, document an organization's missions and values, and serve as a reference for the employee. They are the basis of job titles, training materials, and hiring standards which become important as human resource effort and organization have an immediate impact on culture success (CoveragePoint, 2016). According to Warren (2017) SOPs should not be looked at as rules and regulations but rather as a roadmap to achieve specific goals and objectives in order to realize

efficiency, consistency and predictability in executing firefighting services. According to the Federal Emergency Management Agency (1999) standard operating procedure is an organizational directive that establishes a standard course of action.

According to Cook (2016) SOPs must be in writing and followed. Unwritten directives are difficult to learn, remember and apply. Standard operating procedures must be followed. SOPs are effective only if they are used. An SOP that management does not enforce is not a true SOP and should be eliminated. Leaders define themselves by what they enforce.

In preparing the SOPs every firefighter should be given an opportunity to participate in the development of an SOP through the committee process. This participation will provide two valuable outcomes for the department. First, more ideas will flow when more people are involved. Second, the research necessary to develop an SOP will serve as a valuable training mechanism for the local fire department workers hence increase their competencies (Warren, 2017). Warren further argues that developing and using SOPs for emergency responses brings a sense of continuity within a fire department.

In America, standard operating procedures (SOPs) have been part of the fire service for many years. It has been formalized, documented and institutionalized to become the norm (Warren, 2017). He farther argues that an SOP for a building fire in midtown for instance Manhattan will look very distinct from an SOP for a building fire occurring in a volunteer fire department in rural area like Idaho. In India, the government developed SOP in order to optimize the efforts of all stakeholders. The government aimed at adopting and covering all aspects of disaster management from mitigation to recovery to minimize loss due to disaster and to ensure efficient response (Government of India, 2015). According to Pinto (2016) SOP developed in

India in the department of fire has lay down eight steps to be followed once a fire call is received. The steps include call received, call verification, dispatch (resource mobilization), preliminary assessment, arrival at scene of incident and initial assessment, line of action, requirement of reinforcement (if required) and demobilization. Pinto (2016) adds the SOP has attached levels from one till the fire brigade call, as well to each type of call, whether a house collapse, rescue service or any other type of service call where the fire brigade services are required. The SOP fixed responsibilities and duties of officers as to who is the incident commander, second-in-command and control point in case of a fire.

In Ghana, the National Disaster Management Plan (NDMP) first drafted in 1997 and then reviewed in 2007 serves as a framework for managing disasters during the three phases of disaster management: Pre-disaster phase (prevention, mitigation), disaster or emergency phase (response), and post disaster phase (recovery). This document, the National Standard Operating Procedures for Emergency Response (NSOP) was designed to address these concerns. The NSOP states the tasks or roles required of responders in any disaster event. Disasters affect humanity and impact on socio-economic well-being and development. They leave in their trail loss of lives and serious damage to the environment and infrastructure. Societies with low disaster profiles and high poverty levels like Ghana are the most vulnerable to disasters. This is because they are least prepared for disasters as demonstrated by the effects of rain/windstorms, floods, fires, etc. on communities in these countries .in this regard Ghana needed a SOPs to make it clear on the specific role of each stakeholder in the delivery of response services whenever a disaster occurs (Government of Ghana,2010).

In South Africa, the Government of South Africa (2013) views a Standard Operating Procedure (SOP) is a set of written instructions that document a routine or recurring activity followed by an organization. The development and use of SOPs are a fundamental part of a successful quality system as it makes available information to employees to perform a job effectively and efficiently. A SOP facilitates consistency in the quality and integrity of an end product or end result. Clear and effective SOPs are essential in the development and deployment of any solution especially on fire fighting. The DPSA (2013) points out that a SOP is a specific procedure or set of procedures established to be followed in carrying out a given operation or in a given situation to enhance quality through following a standardized work procedure. SOPs are part of a continuous improvement strategy which should be continuously reviewed and revised as services become more efficient for effective service delivery. The government developed the SOP on recognizant that the best way of fighting fires is to prevent them. But should prevention fails the government needs to extinguish any fire when and where it originates. The government appreciates that when both of the ideal situations fail, it is important to know who can and who will do what, where, when and how. It is on this basis the government crafted SOP. The SOP is divided into three stages: fire prevention, immediate fire extinguishing, and full fire blown. In all these stages, the SOP procedures have given specific detailed roles of each stakeholder to avoid confusion (Southern Cape Fire Protection Association, 2017).

In East Africa, most countries have not yet developed Standard of Operating Procedure in disaster response. Consequently, UNESCO- IOC organized for regional workshop on Standard Operating Procedures (SOP) for tsunami warning and emergency response for East

African and Western Indian Ocean countries. The goal of the workshop was to assist countries in the development of Standard Operating Procedures (SOP) as part of their tsunami warning center and tsunami emergency response plans. The key outcome of the workshop was to set of guidelines to be used to create SOPs at the national level and then set basis for local governments and counties (UNESCO, 2010).

In Kenya, the government developed a national policy for disaster management in 2009. Disaster response activities have been handled without proper coordination due to lack of standard operational procedures hence resulting to slow execution of disaster response services (GOK, 2009b). Out of the National Disaster Policy, it developed national disaster response plan commonly referred to as standards of operating procedures (SOPs) in to guide the disaster response services. The SOPs were to be read as a guide and in conjunction with the laws, rules and regulations governing disaster and emergency response agencies. These SOPs are meant to enable the coordination for effective and efficient response to national disaster emergencies to minimize loss of life and its extended collateral effects at the same time avoid the confusion during the disaster response. The standards of operating procedures give appropriate guidelines for coordination and response to all types of disasters and emergencies. It was expected that provinces and districts would use the plan to develop and implement their own standards of operating procedures in response to disaster. The local government needed to draw its own specific hazard plans and train the relevant personnel accordingly. The national SOPs plan was developed through a consultative process among the stakeholders from the government ministries, UN agencies, I/NGOs, World Vision, the Kenya Red Cross and other Humanitarian partners and stakeholders (GoK, 2009b).

The Government of Kenya (2009) further states that the command and control of the disaster emergency would be overseen at the Coordination Centre known as the Joint Operation Centre (JOC). The Director of the National Disaster Operations Center was authorized to mobilize any portion of these procedures to respond and recover from the effects of disaster emergencies or the imminent threat of a disaster emergency. But with the promulgation of the 2010 constitution fire fighting and disaster management was devolved function. Some roles of the director of the national disaster operations center and duties were devolved to the counties such as fire fighting services and disaster management (Constitution of Kenya, 2010). Counties were therefore expected to develop their own standards of operating procedures in regard to disaster response services especially fire fighting services as the National Disaster Response Plan dictated.

5. THEORETICAL FRAMEWORK

This study was guided by Max Weber bureaucratic model (1947). Weber's model laid emphasis on legal-rational leadership, knowledge, qualification and experience as a requirement into organizations. A well-defined formal hierarchy and chain of command with division of labor and work specialization place individuals at various positions. Weber's concern is to ensure efficiency in services delivery and cohesion in social organizations (Weber 1947). Weber's bureaucracy theory is based on strict rules and expert authority guidance which he believed would improve the efficiency of the organization's performance. This system of management avoids biasness and made the job description very clear to everyone in the organizational hierarchy (Weber, 2006).

Weber (2006) further highlights and expounds principles of Max Weber bureaucracy model as stated by Weber (1947). The principles include: a) Formal

hierarchy structure. The concept of formal hierarchy structure is that there should be centralization of power in terms of planning and decision making in the organization with clear lines of powers. The control authority is concentrated at the top managers. Each level of management gets instructions from the immediate authority above them. This will help the organization to proceed in a single direction. b) Formal rules and norms. This principle of bureaucracy structure implies the need of strict adherence of rules and regulations. In following rules and regulations the company maintains discipline among labors hence brings the best out of them. This helps in execution of the decisions in the most suitable manner. c) Specialization. The organizations can be divided into many departments and units based on their function. These departments are led by experts and specialists. So there is a high degree of job specialization in the employees and the management. Job specialization helps the organization to achieve high efficiency in its operation. d) Equality. There is equality for all employees through the rules, regulations, and rights set by the organization. e) Recruitment is based on abilities and qualification. There is fair recruitment on the basis of the skills and technical ability. f) An up-focused or in-focused mission. There are two types of missions. An up-focused mission is the mission in which the main reason is to serve the stakeholders. And the mission is in-focused when the sole mission is to serve the goals and objectives of the organization and persons in it. g) Systematic filling. There are written and recorded documents of for every activity which act as legal papers.

However, Weber bureaucracy theory has been criticized for its weaknesses despite the principles it is founded. According Shrestha (2011) the concept of Weber's bureaucracy theory is too radical and rigid. The inflexibility of the management causes the private organizations to adopt new methods of management.

Weber bureaucracy theory discourages creative and innovative ideas: Bureaucracy theory is focused on the strict following of guidance of the managers. Consequently, creativity suppressed in employees as they follow the lead of their supervisors. Employees are made to obey the ready made plans; they do not seek for new ways and ideas which make them to follow organizational routine model of operation that is monotonous. This type of working environment can also lead to frustration of the employee hence affecting employee productivity. Max Weber theory's formal recording wastes money, effort and energy: Bureaucracy believes in the system to formally record all the operations whether it be a small or big task in written documents. This is task of recording every bit is considered as a waste of money. Use of modern means of recording can be more cost efficient than written documents. In the bureaucracy system, the manager has superior power than his subordinate this can easily power can be easily trigger misuse of power for personal benefit. The bureaucracy system is taken as a rigid and stubborn system of management when it fails to adjust to the needs of the time and situation at hand. The theory leads to the delay in decision-making process: In a bureaucracy management if a decision is to be taken about a certain problem then the decision must be taken by the top level manager in the organization. The lower cadre has to wait for top managers' decision before taking any action. Weber's bureaucracy theory advocates for one way communication: The communication in the bureaucracy system of management is only downward communication in which the information flows from the top level of management to the subordinate but the subordinate are not able to provide necessary feedbacks to the top level.

Wasim (2011) argues that the bureaucratic model's unawareness of the role of informal organization affects the efficiency of organization's performance. In

quoting (Hummel,2007), ignores the informal elements including human relationships, leadership, communication networks, motivation. Wasim argues that bureaucracy is getting worse in spite of all efforts exerted by the theorists of quality management, corporate reengineering, and the new public management because it is still business as usual for bureaucracies. A bureaucrat becomes only a mechanistic technician who is detached from her/his humanity, emotions, society, and even her/his individual thinking thus bureaucracy is a bomb that threatens humanity as it replaces human identity, character, and autonomous with the organization identity. Muhammad (2015) sums up Weber's bureaucratic theory criticism by saying that the Weberian theory produces privileged groups having more administrative powers than before. It has too much emphasis on rules and regulations, it doesn't give any importance to informal groups.

Despite all the Weber's bureaucratic theory weaknesses, bureaucracy theory has become an important theory in present day management (Muhammad, 2015).According Sharma and Kumar (2011) more recent theorists think that earlier theorists misread Weber and distorted his views. Bureaucracy theory is based on strict rules and expert authority guidance which Weber believed would improve the efficiency of the organization's performance. Bureaucratic system of management discourages biasness and makes the job description very clear to everyone in the organizational hierarchy. Weber believed that it's through bureaucracy the organization can be efficient in service delivery. According to Godsell (1994) democracy or society will never have an opportunity to prosper without bureaucracy.

Muhammad (2015) says the leader would not inherit the position but rather the most competent and skillful person would be appointed as the leader. So there is

merit based selection rather than nepotism. Therefore, bureaucracy focuses on the skills and technical ability of the leader. In this regard Max Weber recognized that bureaucratic management is an ideal way of organizing government agencies. In reconciling inflexibility and strict organizational hierarchy then bureaucracy can help an organization to attain organizational goals and achieve maximum output since none of the critics questions the fact that the Weberian bureaucratic model aims at efficiency and effective in service delivery. It is on this basis the researcher settled on Max Weber bureaucratic model since it emphasizes on effective and efficient services delivery.

Further, in spite of these critics, Weberian model has its relevancy to the modern society. The selection of officials, fixed salaries system, promotion and career advancement, pension scheme and provident fund system are also seen in the present modern society. Nowadays, all developed or developing countries are followed these system in their administration, and division of labour in a number of functions are used in all types of administration. Whether its capitalist society or socialist society, we find the bureaucracy everywhere. Even in the present context of liberalism and privatization, there is the necessity of bureaucracy to perform some of the functions of the state. Without bureaucrats, it is impossible to implement the all welfare and developmental programs. Further, no democracy can function without bureaucracy. Bureaucracy has made administration more efficiency for their day to day requirement. Hence, Weberian model relevant even today (Muhammad, 2015).

6. RESEARCH METHODOLOGY

This study adopted descriptive research design using both quantitative and qualitative research approaches. The study described the effect of organizational structure, impact of standards of operating procedures

and influence of rules and regulations for disaster management as they exist in Nyamira County. Cooper and Schindler (2003) observe that a descriptive research design is applied in cases where data collected is describing performance of organization and setting of phenomenon. This research design used questionnaire to collect data from the respondents. Quantitative data collected was analyzed using descriptive tools such as means and percentages. This method of analysis was done by the help of software program SPSS version 22 where tables, graphs and percentages were used to describe the phenomenon for easy presentation. Qualitative data collected from focus group discussions with key respondents was grouped and discussed based on the themes of the objectives of this study.

Kothari (2009) says that a population refers to all items in any field of study. Also Polit and Hungler (1999) refer to the population as an aggregate or totality of all the objects, subjects or members that conform to a set of specifications. This study targeted a population that had been affected by the fire in the last five years, 2013-2017. Among those that were targeted included schools, homesteads and markets within Nyamira County. The research sought information from the 10 county fire fighting and disaster management team: the chief officer, director and fire rescue service officers. According to the KNBS (2010) the county was projected to have 131, 039 households. The Nyamira county records indicate that there are 661 early childhood schools, 510, Primary Schools, 247 secondary schools, 15 polytechnics and 3 university campuses. At the same time, the county has an estimated 54 operational markets as tabulated below;

This study employed purposive sampling technique. The technique was chosen because the county had records of schools, homes and markets, which provided information on the area of the study.

Questionnaires were used to collect data in this study. A questionnaire was designed to elicit responses of general information on bureaucratic culture influencing the delivery of firefighting services in Nyamira County. Closed questions were used to get the opinion and facts to enhance objectivity of the respondents. Polit & Hungler (1999) have noted that a questionnaire is useful method of gathering data on descriptive or current events, conditions or attributes of the population. In addition, questionnaires give respondents more time to give their thoughts and opinion. It is unbiased and less time consuming to administer. In addition, interview was used to get information from the market officials. The researcher used focus discussion groups (FDGs) formed out of the market officials. The term analysis refers to the computation of certain measures along with searching for patterns of relationship that exist among data groups (Kothari, 2009). The qualitative data obtained from focus group discussion by the market leaders was summarized and discussed along the thematic areas. Data analysis was done with the help of software program SPSS version 22 which was the most current version in the market and microsoft excel to generate quantitative reports. Ethical issues were considered when conducting this research. De Vos (1998) defines ethics as a set of widely acceptable moral principles that offer rules for, and behavior expectations of the most correct conduct towards experimental subjects and respondents, sponsors other researches assistants and learners.

The data analysis and presentation in bureaucratic culture and firefighting services in Nyamira County was coded into SPSS and then analysed using means and percentages. Factor analysis was used to establish the relative importance of the bureaucratic culture variables on firefighting service in the County. Data analysed was presented in the form of graphs and tables. The study targeted 75 respondents where 45 of

the respondents were reached and responses obtained by the aid of research assistants, this represents 60 per cent response rate. Fincham (2008), Plaza (2008) and Joungrakul (2016) observe that a 60 per cent response-rate is considered adequately representative and satisfactory to make conclusion.

7. DATA PRESENTATIONS AND DISCUSSIONS

The study sought to find out the kinds of disasters experienced in the county; The findings of the study, reveals the common types of disasters experienced by the county residents. The responses show that fire is the most common form of disaster experienced at 97.8 per cent while lightning and thunderstorm was experienced by only 2.2 per cent of the county population. In fact the reported numbers of fire incidences in the county were 47 between 2013-2017 broken down in terms of 19 schools; both primary and secondary, 22 homesteads, and 6 markets, (Nyamira County Government, 2018). This implies that the county disaster management department should adequately prepare for this form of disaster. The department of special programmes in Kenya (2009) acknowledges that fire incidences accounts for the highest number of disasters similar to HIV/AIDS, civil and political conflicts, floods, which affects a large number of people and their livelihoods. Also Mbugua (2015) concurs that the Kenya disaster profile is dominated by fire. However, according to Huo, Mashara and Musyimi (2016) 70 per cent of the disaster in Kenya are hydro-metrological in nature particularly drought and floods; an argument which this study finds the contrary based on the geographical location of Nyamira county which is located in the Kisii highlands and within the tropical climate. This study establishes that fire incidents are common hence adequate preparedness is needed.

7.1 Organizational Structure and

Firefighting

The first objective sought to find out the effect of organizational structure on delivery of firefighting services in Nyamira County based on the existing divisional structure, response time to disaster, reforms in the organizational structure, and degree of devolution of fire fighting services. The finding of the study show most of the people affected by disaster in the county disagreed with a mean of 1.911 that the organizational structure adopted by the County Government disaster department is effective implying that it is difficult for the residents to channel information or report disaster in the disaster management department. On the question of response time for disaster whenever it occurs whether it is satisfactory, respondents disagreed at mean of 1.3111 that response to fire incidences is satisfactory. This finding concurs with Nyamira County Fire Incidences Report (2018) that stated that the department of disaster management lacked emergency communication number. The study found out the department lacked accurate and reliable response time information and there was no standardised county record-keeping system of time the rescue team responds to fire incidents. On the question that reforms in the organizational structure leads to a better management of disaster, most respondents strongly agreed with a mean of 4.53 that it was necessary to undertake reforms in the management of disaster in the County. Equally, respondents agreed that the devolution of disaster management improves firefighting service delivery in the County.

In general, like most government entities, the county has adopted a bureaucratic structure with inherent weaknesses of overlooking human relationships of the fire fighting parties especially communication networks. A focus group discussant equally concurred with those who filled the questionnaires that

organization structure in the firefighting and disaster management is a hindrance to effective, efficient and timely firefighting service delivery. One of the discussants said:

.....the structure does not work for the benefit of the citizens. This structure has failed us on several times. We have watched our property burn to ashes because someone failed to authorise the operator of fire-engine to act. There is no coordination and proper channel of communication wherever the firemen are called upon to offer services. No one can move into action unless the authorization comes from above. However, I must say that devolution of firefighting and disaster management should be embraced.

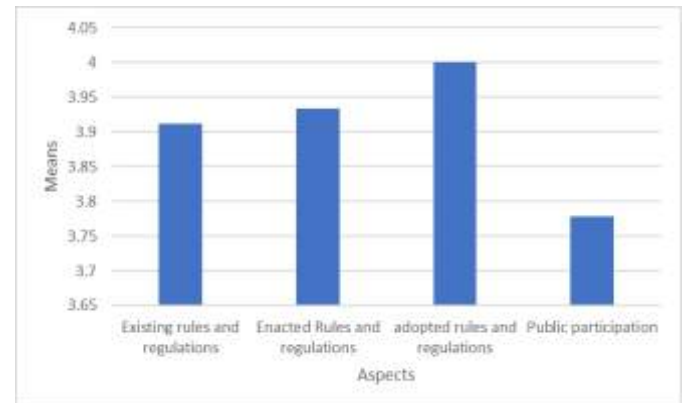
However, Mbugua (2015) points out that though devolution of disaster services is recommendable, disaster department faces strategic, operational, institutional and funding challenges which adversely affect service delivery to the citizens. Therefore, the study observes that, the existing organizational structure impedes service delivery hence both reforms and devolution of fire services were perceived to be critical aspects of service delivery in county. A report by the Government of India (2016) confirms that in order to ensure effective management of disaster services, governments should restructure the hierarchical structures to facilitate better delivery of disaster services. Bussell (2014) in his study cautions that a rigid bureaucratic command and bureaucratic control approach to emergency management generally leads to an ineffective emergency response.

7.2 Rules, Regulations and Firefighting

The second objective sought to find out the influence of rules and regulations in the provision of fire fighting services in Nyamira County based on aspects such as the existing and enacted rules and regulations,

flexibility of rules and regulations and public participation in formulation of regulation. The results are shown in the table below;

Figure 7.2.1 Rules and Regulation



Source: Field Data (2018)

The findings of the study shown in figure 7.3.1 above indicates that respondents agree that existing rules and regulations guiding the County Government disaster department enhances response to emergencies with a mean response of 3.911. In addition, the respondents agreed that the rules and regulations are flexible with a mean of 3.93. At the same time, in answering the question of whether, the rules and regulations adopted by the disaster management department improves firefighting service delivery, the respondents affirmed that indeed the rules and regulations improve firefighting service delivery with a mean of 4.0. Finally, the study showed at a mean of 3.7778 that public participation is adopted in developing the rules and regulation managing the emergency response.

Similar sentiments were aired in the focus group discussion with the market leaders where a majority of the participants noted that rules and regulations are essential in delivery of firefighting services. One of the discussants had this to say:

.....rules and regulations guiding the delivery of firefighting services are meant to enhance

response to emergency services. Good rules and regulation minimises confusion in delivery of firefighting services. Our county firefighting department value observance of rules rather than response to emergencies.

This finding concurs with Hashi (2016) report where 81.3 per cent of his respondents agreed that rules and regulations enhance service delivery. Despite the fact that there exist good rules and regulation in the management of fire fighting services, Owen (2003) warns against rigid adherence to the rules and regulations which could in turn lead to poor service delivery. In concurrence, Aliyu and Idris (2016) say that in most bureaucratic organizations, decisions are governed by a consistent system of abstract rules, regulations and procedures which the administrators must strictly adhere to in any operations within in the organization hence delaying service delivery. However, the respondents to this study did not show that rules and regulation in the department of disaster have hindered service delivery in any way but instead they have enhanced firefighting service delivery.

7.3 Standards of Operating Procedure and Firefighting

This section deals with the third objective sought to find out the role of standards of operating procedures in the delivery of firefighting services in Nyamira County, Kenya. The role of standards of operating procedures was analysed based on aspects such as standards developed by the county, effectiveness of the standards, and adherence to the standards. The results are shown in the table below;

Table 7.4.1: Standards of Operating Procedures and Firefighting

	N	Mean
Developed Standards	45	3.6444

Public participation standards effective adherence to standards	45	3.8444
standards are effective adherence to standards	45	3.6444
standards	45	3.666
Valid N	45	

Source: Field Data (2018)

The findings of the study on this objective indicate that the respondents agree that the County has standards of operating procedures at a mean of 3.64. The study also observed that the standards of operating procedures are effective and support firefighting services with a mean response of 3.64 and that the disaster officers follow the standards of operating procedures in the cases of emergencies with a mean response of 3.66. The focus group discussion also concurred on the use of standards of operating procedures (SOP) but slightly differed on the development of SOPs. One of the market chairmen had this to say:

As a chairman of this market, I can confirm that the department of firefighting and disaster services has standards of operating procedures in every activity they carry out but those SOPs have not been formalised, documented and institutionalised yet. Consequently, confusion is always witnessed whenever the firemen are called upon to execute the services.

This finding contradicts with UK's Department for International Development, (2017) survey that recorded that the Government of Kenya together with disaster response implementing agencies lack standards of operating procedures for the different types of disasters where fire disaster is included. Nevertheless, in concurrence to these findings in regard to formalization of the SOPs Cook (2016) reports that SOPs must be in writing and followed.

Unwritten directives are difficult to learn, remember and apply. Further, Warren (2017) agrees that SOPs are the roadmap to achieve specific goals and objectives in order to realize efficiency, consistency and predictability in executing firefighting services and the SOP eliminates confusion when executing firefighting services. However, this strict adherence to the rules and regulations as shown in the study leads to a slowed process of procuring firefighting services in the county. Aliyu and Idris (2016) confirm that the bureaucratic procedure consistently followed by the public sector often leads to unresponsive systems in the cases of emergencies. Further, Aliyu and Idris (2016) reports that from eighteenth and nineteenth centuries there has been noticeable rigidity in standard operating procedure of organizations hence delaying vital services to the citizens.

8. FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS

The findings, conclusions, and recommendations are summarized as follows;

- The study observed that the existing organizational structure at the county government impedes service delivery. To resolve this challenge, organization structural reforms as well as complete devolution of firefighting services is required.
- The study observed that there are good rules and regulations managing fire fighting services at the county. The county involves all stakeholders in the formulation of the rules and regulations.
- The study shows that the SOPs have not yet been formalised, documented and institutionalised because of bureaucratic procedures. To solve this challenge, the department of disaster management and fire service unit need to move with speed to undo the bureaucratic procedures.

The following conclusions were deduced based on the existing organizational structure; the county has not pursued necessary organizational structural reforms, the county has not strived to overcome the bottlenecks of rigidity in observance of rules and regulations, the county government has not established an official communication number (fire emergency number) for communication during emergency and the county disaster management department has not designed working service charter from the existing SOPs to enhance timely response to fire emergency.

Based on the findings and conclusions drawn, the recommendations for policy would necessitate; The county government should decentralize fire fighting services, the county should create and make it public the county emergency number for convenient communication whenever a disaster occurs, the county should construct and maintain interior access roads for easy communication whenever there is an emergency, and the county department of firefighting and disaster management should formalise, document and institutionalize the standard of operating operation.

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