

**Institutional Capacity of the South African Police Service for Disaster Risk
Reduction in the Dr Kenneth Kaunda District Municipality**

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PETER JACOBUS BRAZER (2011-05-06)

DECLARATION

I declare that: “Institutional Capacity of the South African Police Service for Disaster Risk Reduction in the Dr Kenneth Kaunda District Municipality” is my own work, that all sources used or quoted have been indicated and acknowledged by means of complete references, and that this dissertation was not previously submitted by me or any other person for degree purposes at this or any another university.

PETER JACOBUS BRAZER

POTCHEFSTROOM

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TITLE: INSTITUTIONAL CAPACITY OF THE SOUTH AFRICAN POLICE SERVICE FOR DISASTER RISK REDUCTION IN THE DR KENNETH KAUNDA DISTRICT MUNICIPALITY

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ABSTRACT

The South African Police Service's (SAPS) main responsibility, according to the Constitution of the Republic of South Africa, is to protect and safeguard the inhabitants of South Africa. The SAPS had to adjust to different regime changes as occurred both before 1994 and after 1994. The main aim of the previous dispensation was to deliver a service to a minority of the population. The Constitution of the Republic of South Africa Act, Act 57 of 1996 changed the face of Government. The new dispensation brought on after 1994 was that every person in this country has a right to receive service from National, Provincial and Local Government. The change from the old dispensation to the new caused a vacuum between the different Government departments in terms of disaster risk reduction. To bridge this gap, the Cabinet in 1997 established the Inter-Ministerial Committee on Disaster Management (IMC). This resulted in a Cabinet resolution to follow international trends and take a new look at the whole concept of civil protection. The Inter-Ministerial processes consulted a wide array of stakeholders in South Africa and this led to the publishing of the Green Paper on Disaster Management in February 1998. The Green Paper, which highlighted the need for a holistic mechanism for the management of disasters in South Africa, was followed in the following year by the White Paper process and in January 1999, for the first time, South Africa had a national policy on the management of disasters.

The newly elected democratic government resolved to move away from traditional thinking that nothing could be done to prevent disasters. They developed strategies in line with global trends by integrating risk reduction methodologies into development initiatives, to build resilience in households, communities and areas known to be at risk.

The SAPS role in the Civil Protection Act, Act 67 of 1977, was limited merely to giving help and assistance as requested by National, Provincial and Local Government. The Disaster Management Act, Act 57 of 2002, emphasises the multi-disciplinary and multi-sectoral role of disaster risk management in South Africa. The South African Police has had to adapt to these changes. Local Government and all relevant role-players and disaster risk management structures' main responsibility is to protect and safeguard South African citizens. The SAPS' role and responsibility must be incorporated into existing disaster risk management structures, yet the application of disaster risk management within the SAPS itself is also crucial.

The purpose of the study was to explore what is expected from the SAPS in terms of disaster risk management, and to compare it with what is actually happening at the frontline. The SAPS can only fully participate in disaster risk management functions if the SAPS understands its own role and functions itself. This study's aim was to identify any shortcomings internally which prevented the SAPS from achieving its rightful place in the disaster risk management realm using the geographical area of the Dr Kenneth Kaunda District Municipality as the focus area of the research.

The qualitative research focus of this mini-dissertation necessitated that the researcher use semi-structured interviews (face-to-face or telephonically) in order to explore, define and obtain the data relevant to the research. Interviews with officials who are **daily deployed on the frontline** revealed information about their needs and frustrations experienced with the present approach to disaster risk management in the SAPS. Information collected from the interviews was grouped and analysed, key concepts were identified and received attention. Constant comparisons were drawn between the experience received from the frontline officials in the SAPS and the theory underlying this study.

The research found that the SAPS in the Dr Kenneth Kaunda District Municipality area is not up to standard in its approach to disaster risk management and its needed institutional capacity. The SAPS spends most of its time, funds, and resources on its primary function. Disaster risk reduction and institutional capacity development for

disaster risk management will become part of the SAPS' duties in its daily activities. Structures and policies are needed in the SAPS to achieve such success.

The research recommends that if the SAPS wants to establish itself as a role-player in the disaster risk management realm, attention must be given to the development and establishment of structures and policies. Structures and policies will bring all the SAPS disaster risk management role-players into line with the requirements of the disaster risk management legislation and policy, and will lead to a uniform approach to disaster risk management in the SAPS within the Dr Kenneth Kaunda District Municipality.

Mr Mandela (1994: 202), in his inauguration speech as the first democratically elected black President of South Africa emphasised: *“The truth is that we are not yet free; we have merely achieved the freedom to be free, the right not be oppressed. I have walked a long road to freedom. But I discovered that after climbing a great hill, one only finds that there are many more hills to climb. I have taken a moment here to rest, to steal a view of the glorious vista that surrounds me, to look back on the distance I have come. But I can rest only for a moment, for with freedom come responsibilities, and I dare not linger, for my long walk is not yet ended”*.

Disaster Risk Management in the SAPS can be seen as one of these processes which never will be finalised, but needs constant focus and effort to be successful.

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ACRONYMS AND ABBREVIATIONS

DR KKDM	Kenneth Kaunda District Municipality
DMA	Disaster Management Act
DRM	Disaster Risk Management
DM	Disaster Management
DRR	Disaster Risk Reduction
GDP	Gross Domestic Product
IBM	International Business Machine Corporation
ISAP	Index to South Africa Periodicals
SA	South Africa
SAPS	South African Police Service
NDMC	National Disaster Management Committee
NDMF	National Disaster Management Forum
NEPAD	New Partners for Africa's Development
NGO	Non-Governmental Organisation
NWU	North-West University

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CHAPTER 1

ORIENTATION AND PROBLEM STATEMENT

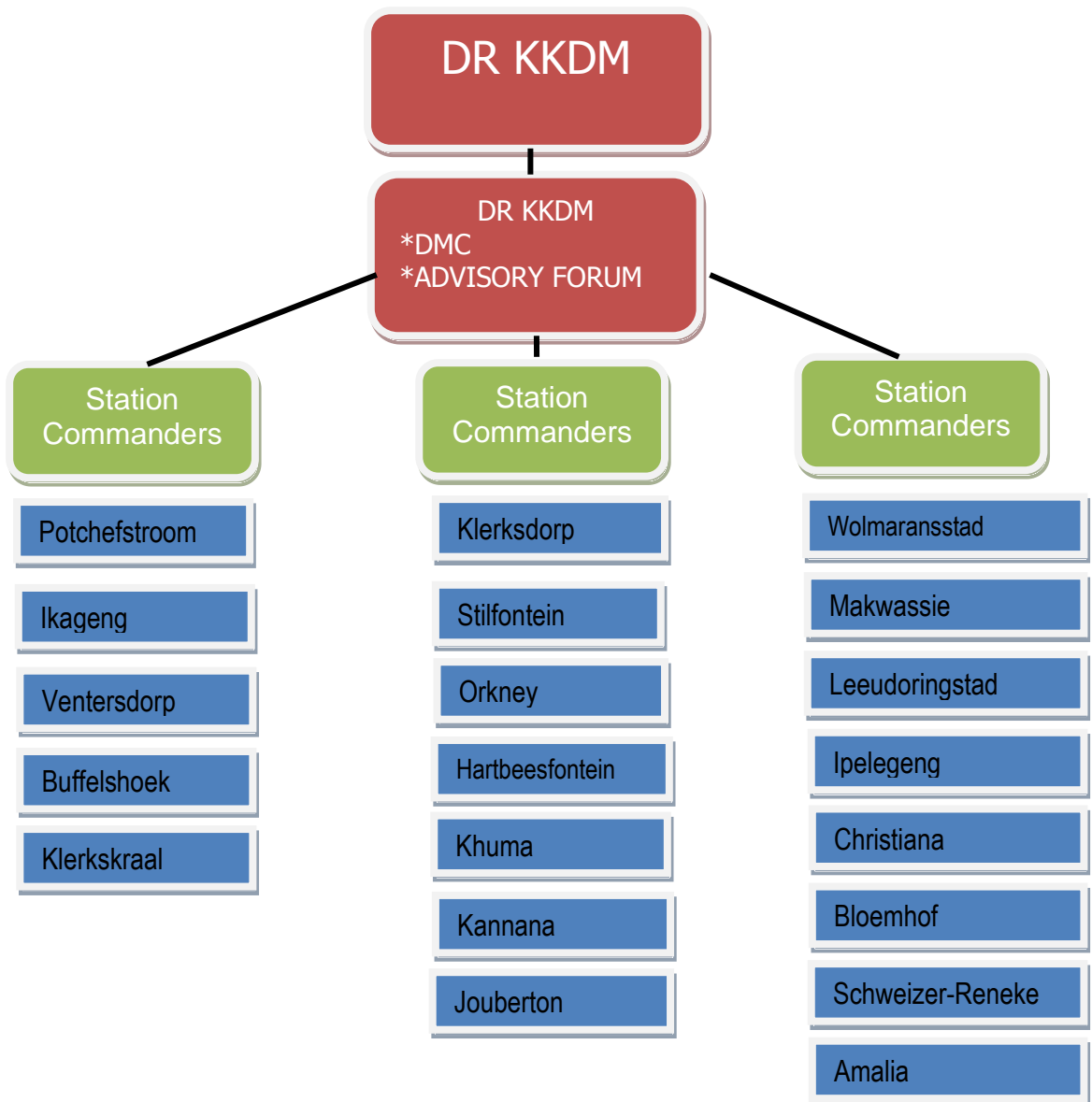
1.1 BACKGROUND AND INTRODUCTION

A view that merits investigation in the South African (SA) context is that the importance of institutional capacity in Disaster Risk Reduction (DRR) is totally underestimated by the South African Police Service (SAPS). Institutional capacity in the SAPS will only be achieved when the importance of disaster risk management (DRM) is fully acknowledged by management. The SAPS can improve its service delivery to the community regarding DRM if it broadens the scope of its institutional capacity (South Africa, 2005:6).

The development of institutional capacity is now more applicable than ever before. The development of institutional capacity in an organisation like the SAPS must be done over a broad spectrum, and must take into consideration all the different role-players' contributions to the cause. These initiatives must be incorporated into existing structures in the SAPS and the Dr Kenneth Kaunda District Municipality (DR KKDM).

The SAPS consists of four levels: National (strategic planning and decision making), Provincial (tactical planning), Cluster (operational, planning and decision making) and Police Station (transaction, processing, enquiry and response) (see figure 2.10). A Police Station is the lowest operational level of the SAPS where safety and security services will be delivered. Police stations are divided into geographical areas and will be accountable for their specific community. Potchefstroom, Ikageng, Klerkskraal, Buffelshoek, and Ventersdorp Police Stations are clustered together and fall under the Cluster Commander of Potchefstroom. There are twelve Clusters Commanders in the North-West Province, and there are nine Provinces and a central National Head Office in the SAPS (see Figure 2.12). This document will focus only on the Cluster Commanders in the DR KKDM (Potchefstroom, Klerksdorp and Wolmaransstad). In Figure 1.1 the composition of the Cluster Commanders and Station Commanders in the DR KKDM is schematically represented.

Figure 1.1: South African Police Service structures in the DR KKDM*



(Red depicts the disaster management structures of the DR KKDM, green and blue depicts the SAPS structures)

* DMC means the Disaster Risk Management Centre of the Dr Kenneth Kaunda District Municipality.
Advisory Forum means the Disaster Risk Management Advisory Forum as explained in Chapter Three.

1.2 PROBLEM STATEMENT

There were different reasons identified for why the SAPS does not fully perform its duties as set out in the Disaster Management Act, Act 57 of 2002 (DMA). The SAPS National Integrated Disaster Strategy lists them as follows:

- “An urgent need exists to optimise current SAPS capacity to create an integrated disaster risk management approach and system within the SAPS.
- General lack of uniform understanding and commitment to integrated disaster risk management by relevant internal as well as external role-players and stakeholders prevails.
- A need exists for the appropriate involvement of the SAPS top structure to guide and support integrated disaster risk management.
- A need exists to establish a uniform disaster risk management best practice methodology and standard in the SAPS.
- An urgent need exists to build the SAPS DRR capacity through appropriate awareness creation, education, training and research”.

History has shown that disaster risk management (DRM) is only effective if an integrated approach is followed to manage or prevent disasters from occurring (South Africa, 1999:13). DRR represents a multi-sectoral approach, and is the responsibility of all Government authority and civil society structures with the aim of reducing human suffering, improving lives and protecting livelihoods. DRM can thus only be successful if appropriate institutional arrangements are in place. Institutional arrangements, for the purpose of this study, refer to all of the human resources, financial structures and physical infrastructure necessary for the implementation of the DMA. Institutional capacity can only be established in the SAPS if changes are made to the organisational structures.

The SAPS is an organisation which consists of different divisions with a clearly defined organisational structure. An organisational chart reflects the formal structure of a business as developed by management. It shows the relationship and division of

activities into different functions and sections, and it depicts the authority and responsibility lines which, at the same time, represent the official communication lines (Dubrin, 1990:183).

All large companies have a design for their structure that works best for them. Most large companies adopt as basis what any other large organisation would. Organisations such as a school, the Military, the Police, or even a Government all have their own set standard way of reflecting a hierarchy. The SAPS makes use of a line organisation system. The line organisation system is that part of a business where the primary functions that contribute directly to the business goals are performed (Stoner & Freeman, 1992:351). Legislation guidelines in the development of organisational structures and institutional capacity must also be followed.

The Constitution of the Republic of SA places a legal obligation on the Government of SA to ensure the health (personal and environmental) and safety of its citizens. Chapter 2 of the Constitution of the Republic of SA, Act 108 of 1996 (9) (1), indicates that everyone is equal before the law and has the right to equal protection and benefits of the law (South Africa, 1996:7). In terms of section 41(1) (b) of the Constitution, all spheres of Government are required to “secure the well-being of the people of the Republic of South Africa” (South Africa, 1996:25). Section 152 (1) (d) also requires that local government “ensure a safe and healthy environment”. Accordingly, the primary responsibility for effective management in South Africa rests with the Government. The Constitution of the Republic of South Africa in Schedule 4, Part A, lists Disaster Management as a concurrent national and provincial competency (South Africa, 1996:143). The local government level is where most of the operational activities (risk reduction as well as response) relating to disaster risk management occur. The DMA, Act 57 of 2002, was the tool used to bring local, provincial and the national government in line with the Constitution of the Republic of SA, 1996, Act 108 of 1996. The DR KKDM is, according to section 155 of the Constitution of the Republic of South Africa Act 108 of 1996, classified as a category C municipality (South Africa, 1996:82). A disaster risk management centre has been established in Klerksdorp in accordance with section (43) (2) (a) of the DMA (South Africa, 2002:51). The disaster risk management centre, according to section (44) (b) (ii) of the DMA, ensures the involvement of various role-

players in disaster risk management in the municipal area (South Africa, 2002:52). One of the role-players in DRR is the SAPS.

According to the provisions of the SAPS Act, Act 83 of 1995 (South Africa, 1995:3), the SAPS is one of the main role-players in safety and security related situations, while adopting a supporting role in all other events such as floods, drought, earthquakes and fires. The White Paper on DRM (South Africa, 1999:13) made specific reference to the improvement of “SA’s ability to manage emergencies or disasters and their consequences in a co-ordinated, efficient and effective manner” and to “promote integrated and co-ordinated disaster management through partnership between different stakeholders and through co-operative relations between all spheres of Government”.

The SAPS is one of the first Government agencies to respond to an emergency situation. The SAPS plays a key role in creating a safe and secure environment for all the people of South Africa. Chapter 11, Art 205(3) of the Constitution of the Republic of South Africa (South Africa, 1996:115), lists the SAPS’s roles and responsibilities in South Africa. According to the provisions of the SAPS Act, Act 83 1995 (South Africa, 1995:3), the functions of the Police Service in SA include ensuring the safety and security of all persons and property and protecting the rights of individuals in terms of the Constitution. The SAPS Act (South Africa, 1995:3) does not, however, specify the generic functions contained in the DMA as a primary function of the SAPS nor does it vest any specific authority or responsibility for the management of multi-agency responses in the SAPS. According to Reid (2005), training is provided for police officers in the management of incidents where the primary cause is a police responsibility; however, in cases where the primary cause of the emergency is non-security related, the role of the Police will be that of a support service.

The SAPS is well organised to participate in and support other key role-players and stakeholders in the effective and efficient execution of the disaster risk management function. Crisis management of serious or local emergencies places exceptional demands upon the SAPS by virtue of the magnitude of such a crisis and the degree of integrated cooperation required for its successful resolution. The SAPS’s hierarchical structures, disciplined training and organised communication, when properly tailored, provide the critical elements of prevention, preparation, response and recovery through

an efficiently based system of command and control. The SAPS has to set the ground rules for this process in order to protect citizens. It can do this by building local, provincial and national institutional capacity in the SAPS (South Africa, 1995:3).

The specific problem being investigated in this research study is the absence and need for institutional capacity in the SAPS for Disaster Risk Management within the Dr Kenneth Kaunda District Municipality. Local government is the main role-player in disaster risk management but the SAPS must develop its own institutional capacity for disaster risk management to be successful within its mandate.

1.3 RESEARCH QUESTIONS

The research aim was to answer the following questions:

- What are the key elements of institutional capacity for disaster risk management for the SAPS?
- What should the institutional capacity for disaster risk management in the SAPS be?
- To what extent does the SAPS adhere to statutory and regulatory requirements regarding institutional capacity?
- What is the current structure for disaster risk management and institutional capacity in the SAPS?
- What needs to be done to overcome the identified shortcomings?

1.4 RESEARCH OBJECTIVES

The objectives of the research were to:

- Explore the key elements of institutional capacity for the SAPS in terms of disaster risk management.
- Investigate and describe what the institutional capacity for disaster risk management in the SAPS should be.
- Investigate and describe the compliance of the SAPS with the statutory and regulatory requirements of institutional capacity for disaster risk management.

- Study and report on the current disaster risk management structure in the SAPS in the Dr Kenneth Kaunda District Municipality.
- Make recommendations to overcome the identified shortcomings.

1.5 CENTRAL THEORETICAL STATEMENT

The Constitution of the Republic of South Africa, the National Disaster Management Act, the National Framework and the Strategic Plan for the SAPS2005/2010 constitute key drivers for the creation of an Integrated Disaster Management Strategy for the SAPS. Disaster risk management demands a multi-sectoral and multi-disciplinary approach towards disaster management (South Africa, 1999:13). The SAPS plays a key national role in creating a safe and secure environment for all the people of South Africa, also through an integrated disaster risk management approach (South Africa, 1995:3). The strategic intent of the SAPS is to institutionalise integrated and uniform disaster risk management in the Service as part and parcel of its strategic plan (South Africa, 1995:3).

The key focus is on serving the community and the creation of a safe and secure environment. Institutional capacity not only addresses the organisation for disaster management but also that providing the required strategy, policy, plans and practices (National Integrated Disaster Management Strategy for the SAPS, 2007).

1.6 METHOD OF INVESTIGATION

A literature study and semi-structured interviews were used in order to obtain data and information for the purposes of this study.

1.6.1 Literature study

In order to achieve the aims and objectives of the research and taking into consideration the variables of the topic, a thorough secondary literature review had to be conducted regarding the problem under investigation. A literature study involves tracing, identifying and analysing documents containing information relating to the research problem.

Secondary literature had to be studied to determine the approach towards institutional capacity of the SAPS in DRR in the DR KKDM. Books, periodicals, legislation, government reports and other documents were consulted. A preliminary random search at the North-West University (NWU) (Potchefstroom Campus) Ferdinand Postma Library was conducted and showed that enough material and literature were available to do research on the topic.

1.6.2 Data

The following databases were consulted to ascertain the availability of study material for the purpose of this research:

- Catalogue of theses and dissertations of South African Universities.
- Catalogue of books: Ferdinand Postma Library NWU.
- Index of South African Periodicals.
- NFR : Nexus
- Index to South Africa Periodicals (ISAP)
- EBSCO Academic Search Elite

1.6.3 Empirical study

A qualitative research process was followed. The ontological dimension of qualitative research design addresses the nature of reality of the study in question. By utilising such a design, the researcher is able to determine different perspectives from practitioners in the field relating to the research problem at hand (Van Schalkwyk, 2000:38). The qualitative research design, although complex, provides various methods of data collection and analyses. The design of the empirical study was semi-structured interviews to gather information. A comparative design was followed.

Semi-structured interviews were conducted with relevant Station Commanders of the SAPS in the DR KKDM. The purpose was to obtain comparative information pertaining to the functions and institutionalisation of DRM. Books, periodicals, government reports and other documents were also consulted.

1.6.4 Design

The design of the empirical study was **as** follows:

Semi-structure interviews were used to gather information. A comparative design was adopted.

1.6.5 Sampling

A Station Commander is appointed by the National Commissioner of the SAPS, and he is responsible for the safe guarding of all the inhabitants of a specific geographical area. Station Commanders were selected because they are working daily on the front line in the community.

An initial sample of the six Station Commanders in the DR KKDM was selected to determine what the major issues and concerns were regarding institutional capacity for disaster risk management in the DR KKDM. The purposes of these interviews were for the researcher to get a feel for important issues and to use this information to construct a **semi-structured** interview. This exercise also served to determine whether the participants understand the topic and questions and find them to be useful. It therefore contributed to interviewer reliability (Silverman, 1993). The researcher attempted to be as neutral as possible in relationships with the participants.

1.6.6 Data collection

Specific qualitative methods in this research include semi-structured interviews. The interviewer adapts, develops and generates questions as the interview progresses. Semi-structured interviews include pre-determined questions that are presented to all interviewees systematically and consistently. The interviewers are permitted to probe and deviate from these questions (Berg, 1995).

Interviews were conducted because this research is concerned with the subjective assessments of how the SAPS commanders see institutional capacity. Neumann (2004,

394-395) states that an informant is an individual with relevant, preferably current, field experience whom researchers consult in order to obtain information about the research field. Data were digitally recorded and transcribed or photographed to ensure accuracy (Tuckett, 2005).

1.6.7 Trustworthiness

The trustworthiness (or validity) of the interviews was addressed. Interpretative validity was obtained by asking participants to comment on the interpretation of the researcher after the interviews had been completed. Triangulation was employed to verify findings from independent measures. A comparison of documents relating to ethical issues in the SAPS and the interview data assisted in determining whether perspectives revealed by various role-players were contradictory or not.

1.6.8 Data analysis

Thematic content analysis is a coherent way of organising the research data in relation to the specific research question (Burman, 1994). A thematic analysis was conducted by reading all the interviews and identifying important topics which became the potential categories. The data were analysed according to the eight steps of data analysis as outlined by Tesch (1990, 142-145). Tesch's eight steps will be discussed later in this research.

1.7 ETHICAL CONSIDERATIONS

Semi-structured interviews (face-to-face or by telephone) were conducted on a voluntary basis. The introduction to each interview was to ensure that respondents were made aware of their voluntary participation and no one was prevented from discontinuing their participation in the interview. Confidentiality of each respondent was guaranteed. Interviews were conducted in a safe environment adhering to safety conditions, policies and legislation.

1.8 CHAPTERS OF THE MINI-DISSERTATION

The second chapter of this mini-dissertation provides the reader with an in-depth study of the aspects relating to organisation theory and the organisation. It also focuses on the SAPS as an organisation. Chapter Three takes a more pragmatic approach in discussing the various roles and responsibilities of the SAPS as an organisation. It aims to allude to the disaster risk management role of the SAPS within its much bigger organisational environment. In Chapter Four the empirical findings of the research are discussed, followed by the conclusions and recommendations in the final chapter.

1.9 CONCLUSION

Disaster risk management as a cross-sectoral function has a direct impact on the way the SAPS need to organise itself in the future. The SAPS has realised the importance of incorporating disaster risk management within its business structure, yet this is not evident at operational level. As one of the main role-players in disaster risk reduction and also disaster response, the SAPS needs to have a clear focus and plan for disaster risk management. The problem under investigation in this mini-dissertation was identified as the need for appropriate disaster risk management institutional capacity within the SAPS in the Dr Kenneth Kaunda District Municipality. In order to investigate and possibly solve this problem it remains imperative to ground the research within a theoretical context. Chapter Two will provide such a grounding.

CHAPTER 2

ORGANISATIONAL THEORY AND THE SOUTH AFRICAN POLICE SERVICE AS AN ORGANISATION

2.1 INTRODUCTION

There is convincing evidence that the number and seriousness of disasters is increasing, and that poor countries and poor communities are disproportionately affected. According to the DFID (2005:1), more than half of disaster deaths occur in low human development countries even though only 11% of people exposed to hazards live there. These countries suffer far greater economic losses relative to their Gross Domestic Product (GDP), than richer countries. Within both richer and poor countries, it is the poorest and most marginalised social groups who suffer the most. Poorer countries also suffer more when economic loss is measured as a proportion of GDP, although in absolute terms richer nations bear the greater proportion of losses (World Bank, 2004).

Government institutions at all levels have an obligation to prepare themselves and the public for emergencies (Coburn, Spence and Pomonis, 1991:53) and to strive towards reducing the risks which the public face in terms of disasters (South Africa, 2002; South Africa, 2005). The World is constantly changing and this will bring new challenges and obligations to Governments to safeguard communities at risk. The true meaning of this is that Governments, organisations and institutions are responsible for their own destiny. They can make a difference in a community at risk by either being prepared or totally unprepared and only focus on what is left after a disaster. Institutional capacity in an organisation is an on-going process to keep up with the demands of a changing environment (National Integrated Disaster Management Strategy for the SAPS, 2007).

History shows that from 2000 to 2010, every year a major devastating disaster occurred somewhere in the World. The devastation left behind puts extreme pressure on the existing emergency services. Disasters which shocked the World and changed the face of the affected countries in the past decade include examples such as: New Orleans in the USA (severe flood due to cyclone Katrina), Haiti (earthquake), Sri-Lanka and India

(tsunami). The devastating influences on communities, human suffering, and the economic and political front can still be felt and seen long after the catastrophic event. Up to 2010 South Africa has not experienced any devastating event of the magnitude of those in Sri-Lanka, New Orleans or Haiti, but South Africa has other unique problems, rooted in its diverse disaster risk profile.

South Africa is a country not prone to spectacular, destructive and media intensive disasters such as volcanic eruptions and massive earthquakes. Disasters have rather been dominated by localised incidents of veld fires, seasonal flooding in vulnerable communities, droughts and human-made disasters such as oil spills and mining accidents. Increasingly, the impact of HIV/AIDS on the community and economy of South Africa has come under scrutiny (van Niekerk, 2002:8).

In most of the disasters which occur world-wide, one of the identified weaknesses in the system has been institutional capacity that was not up to standard to manage either disaster risk or subsequent devastations highlighted by the DFID (2005:16). Households in developing countries face a multitude of risks in their day-to-day activities, some affecting specific individuals or households (e.g. accidents, illness, crime, loss of employment, debts or obligations being called in), others striking large groups of households or entire communities (natural hazard events, wars, epidemics etc). Institutional capacity to reduce disaster risk is also much weaker in these poorer countries. Despite suffering greater impacts from disasters than richer countries, poorer countries have a weaker institutional capacity to do DRR as indicated in the book "Living with Risk" (2002:15).

This chapter aims to identify generic characteristics inherent in institutional capacity and organisational theory in the development of DRR for the SAPS. The first part of the chapter aims to emphasise the importance of organisation theory in institutional capacity. The second part of the chapter aims to look at the SAPS as an organisation. The third part of the chapter will focus on the importance of institutional capacity in the SAPS towards DRR.

2.2 A THEORETICAL PERSPECTIVE ON ORGANISATION THEORY AND ORGANISATIONS

The roots of organisation theory can be traced back long before the Industrial Revolution in the eighteenth century. The Industrial Revolution was not only a turning point in the approach to increase profits by managing the production line better, but new approaches were developed to the management of all the functions of an organisation. The improving of management techniques and methods of production had not received any attention until the Industrial Revolution (1760-1850) (Kroon, 1997:27). Accordingly in the view of Bendix (1996:6) the Industrial Revolution brought along numerous challenges and changes to the industrial society: "Because it (Industrial Revolution) changes the economic order, it had an immense impact on the existing social structures, on the perception of individual men and society at large and on man's working life".

Organisation theory can be explained as the focus on the inner workings of an organisation. In every organisation there are different divisions and types of structures (hierarchical, pyramid), coordination, flexibility, decision making processes (authoritarian or democratic), and communication (formal channels/hierarchical).

If organisations want to stay relevant in a competitive market the organisation must carry out an introspective investigation of all its functions and facets. If change occurs the changes must immediately be evaluated by the managers of the organisation and action steps must be instituted to adjust the organisation according to the changes. According to Kroon (1997:51), "technological development, together with its economic and social consequences, led to new insights into management. The striving for higher productivity with the aid of scientific methods demands a total swing in the thinking of employer and employees". From this grew what he regarded as 'scientific management' (Szilagyi, 1948:47).

Management and all relevant role-players must understand the organisational processes to reveal the intricate organisational patterns that make an organisation understandable. Applications of organisation theory can be made applicable to the following divisions of the organisation: strategy, finance, marketing, information technology, operations,

human resources, structures, coordination, control, decision making and communication (Szilagyi, 1948:47).

One of the first organisation theorists, Adam Smith, indicates in his book, *Wealth of a Nation* (1776) that divisions of labour would increase the skill of the worker, save time by eliminating the need to switch from one job to another, and result in more productive use of machinery (Massie, 1970:14). The industrial era was characterised by the following:

- the concentration of great numbers of people in urban areas.
- increased emphasis in the work situation on specialisation and the repetition of tasks
- division between work and leisure and social life
- domination of economic activities by production and profit
- workers being regarded purely as a factor of production with wages as the only motivation to accept work
- a new employer-employee relationship
- the development of the company as a form of business that contributed to the extension of management methods and the creation of the professional manager (Marx, 1978:20).

The concept of organisation theory went through different cycles after the Industrial Revolution. Four major perspectives of Organisational Theory can be identified from the 1900 to 1990s: Prehistory (1900-1950s), Modernist Perspectives (1960-1970s), Symbolic Interpretive (1980s), Postmodern Perspectives (1990s).

Prehistory organisation theorists like Fredrick Winslow Taylor in his writings since 1911 concentrated on the scientific approach to management under the title *Principles of Scientific Management*. Modernist organisation theorists focused on how to increase efficiency, effectiveness and other objective indicators of performance through the application of theories relating to structure and control. The modernist perspective on organisation theory focuses on the organisation as an independent objective entity and takes a positive approach.

Postmodernist theorists on organisation theory address theorising itself. This can mostly be ascribed to the importance of the revision of theories. This approach focuses more on the conduct of managers which will continuously be directed at the broader interest of all the stakeholders of the business and at the community and its environment as a whole (Baird et al., 1990:52). Peters and Waterman (1982) with one of the more recent approaches developed (managing by excellence) tried to move away from the conventional management theories and practice by identifying eight basic principles of management by excellence.

The implementation of a theory on its own cannot improve the organisation's progress. To implement a theory in an organisation will take time and effort and success will be achieved only over time. A theory is built from abstractions known as concepts. One concept is known as the phenomenon of interests and a set of concepts and relationships between them proposed to explain the phenomenon of interest. The Oxford Encyclopaedic English Dictionary describes a theory as "a supposition or system of ideas explaining something". According to Campbell (1990), theories are "collections of assertions, both verbal and symbolic, that identified what variables are important and for what reason specifies how they are interrelated and why, and identifies conditions under which they should be related".

With the above perspective on the theory of organisation in mind, the importance of organisational theory in the establishment of institutional capacity within any given organisation will be discussed.

2.3 THE ROLE OF ORGANISATION IN THE ESTABLISHMENT OF INSTITUTIONAL CAPACITY

The purpose of an organisation is to provide a product/ service that satisfies the needs of consumers at a reasonable price or an organisation's main focus may only be on service delivery like the SAPS or Local Government and NGOs. Organisations have been forced to make drastic changes to their information technology, raw materials, labour, capital and their facilities to secure their competitive advantage in the market. Management is a process whereby people in a leading position utilise human and other

resources as efficiently as possible in order to provide certain products or services, within the aim of fulfilling particular needs and achieving the stated goals of the business (Marx, 1984:160-16). An organisation will only be effective and efficient when management can balance the management functions and additional functions.

Any organisation can be described, broadly, in terms of an operating component and an administrative component. The operating component comprises the people who actually undertake the work of producing the products, or providing the services. The administrative component comprises managers and analysts, and is concerned with supervision and co-ordination. Developing this description, we can analyse the work organisation in terms of five basic components: the operational core; operational support; organisational support; top management; and middle management (Mullins, 1996:70). Within any given organisation certain levels of operation can be identified.

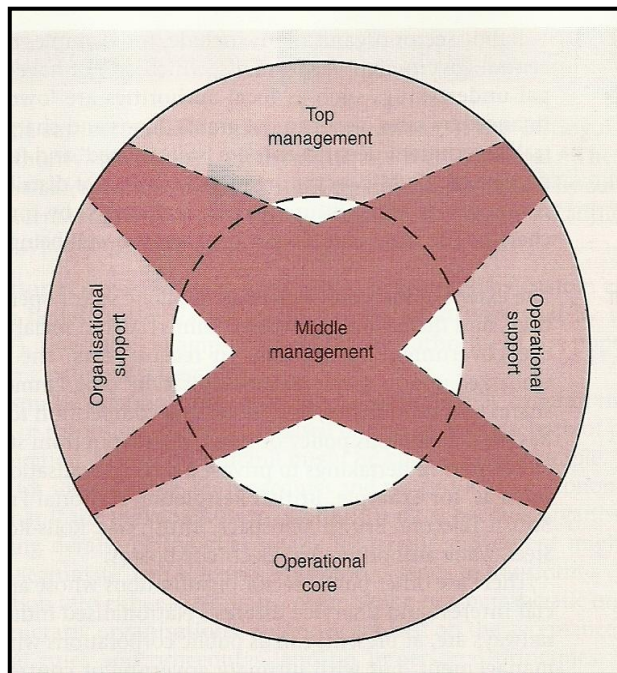
Organisational level includes internal policies, arrangements, procedures and frameworks that permit an organisation to function and deliver on its mandate (UNDP, 2008:6). Despite the differences among various organisations there are, however, at least three common factors in any organisation:

- People;
- Objectives;
- Structure.

Through co-operative action, members of an organisation can provide a synergistic effect. The structure, management and function of these organisations will all vary because of differences in the nature and type of the organisation, their respective goals and objectives, and the behaviour of the people who work in them.

The concept of every organisation will be different because of the product or service it delivers. The different components which will be active in an organisation will now be explored. Organisations to be productive must have different components. According to (Mullins, 1996:75), five basic components of any given organisation are identified, namely: operation core, operational support, organisational support, top management and middle management as schematically represented in Figure 2.1 below.

Figure 2.1: Basic components of an organisation



Source: Adapted from Mullins (1996: 75)

McKinsey in his analysis of organisations came to the same conclusion, only his focus is more on the structure, leadership, culture and rewards facet of an organisation (Pearce and Robinson, 1991:326).

Adapting to any change in an organisation begins with top management because they must give direction and guidance (Kroon, 1997:17). Top management in an organisation is held responsible for the successes of an organisation. Good decisions can make an organisation a leading role-player in the market. Bad decisions, however, can make the organisation lose its comparative advantage in its market. According to Kroon (1997), the basic management functions (planning, organising, activating, controlling) as well as additional management functions (decision-making, communication, motivation, co-ordination, delegation, disciplining) must be used to achieve success. The interchange between the business and its environment compels the business to do systematic, integrated strategic planning.

Both of the two models Mullin (1996) and Kroon (1997) show a correlation between the two authors' views that any changes in a market environment will lead to decisions by top management and the reaction to the change by top management will automatically

filter down to lower levels of the organisation. Any decision by top management will have a ripple effect on all of the organisation's functions.

Changes in an organisation impact on its people, tasks, management, structures, and technologies. Technology and information changes are known to be one of the fastest growing sectors in the economy. If an organisation does not keep up with changes in the technology and information sector it will not last long, or deliver a good service to its end users.

It is a well-known fact that a number of world-renowned brands went out of business because they did not adapt their internal environment to the external challenges facing them. An organisation can only be effective and efficient if the organisation constantly scans its environment for any change or trends and adapts its organisational philosophy to those changes (Mullins, 1996:86). An understanding of organisational theory will play an important role in the development of institutional capacity because it is the departure point in any organisation.

Any organisation functions within a broader external environment of which it is a part. The environment affects the organisation through, for example, technology, logical and scientific development, economic activity, social and cultural influences and governmental action (Mullins, 1996:6).

Environmental influences on an organisation as mention above can bring about changes. Change is an integral part of human nature and behaviour. It is in the nature of humans to change the environment in which they are living. Behavioural changes cause organisations to scrutinise their market environment and immediately identify these changes and react accordingly to the need in that market. Pressure to change can come from a variety of directions. These common change factors will now be explored.

2.3.1 Common factors in organisations

In the business realm there are different views on organisations and the management thereof. The inner workings of an organisation will differ from organisation to organisation. In any organisations big or small, localised or international, there are

common factors which determine their effectiveness such as people, objectives and structure. These common factors are essential in achieving the aim of an organisation. However, multiple outside factors can influence the way in which an organisation conducts its business.

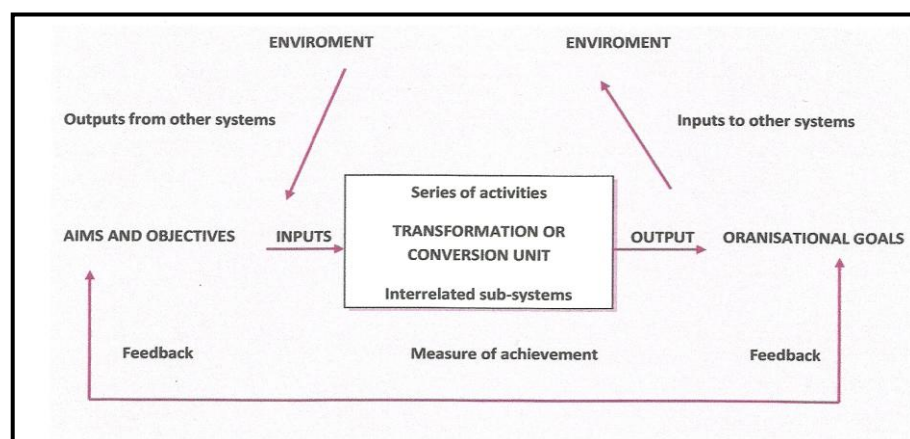
One should, however, not only view the common factors which shape an organisation in isolation. It is important to understand that organisations can be defined in terms of a system.

2.3.2 Organisations classified as an open system

Organisations can be viewed as an open system which takes inputs from the environment (outputs from other systems) and through a series of activities transforms or converts these inputs into outputs (inputs to other systems) to achieve certain objectives (Mullins, 1996:80).

In terms of this open systems model, the business organisation, for example, takes in resources such as people, finance, raw materials and information from its environment; transforms or converts these; and returns them to the environment in various forms of outputs such as goods produced, services provided, completed processes or procedures in order to achieve certain goals such as profit, market standing, level of sales or consumer satisfaction (Mullins, 1996:80). In Figure 2.2 such an open systems model of an organisation is explained.

Figure 2.2: The open systems model of an organisation



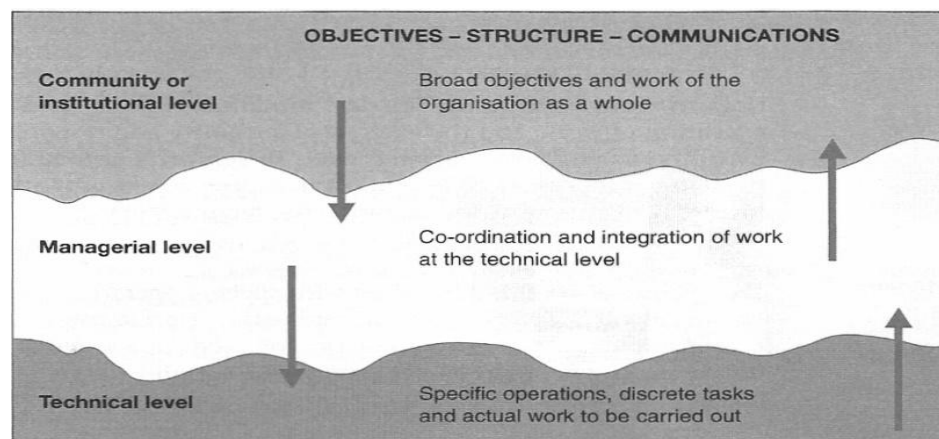
Source: Adapted from Mullins (1996:80)

The system of a particular organisation (such as the SAPS) will have a direct impact on its hierarchical or organisational structure.

2.3.3 Organisational structure

Organisations are layered. The determination of policy and decision-making, the execution of work, and the exercise authority and responsibility are carried out by different people at varying levels of seniority throughout the organisation structure. It is possible to look at organisation in terms of interrelated levels in the hierarchical structure, for example, technical level, managerial level, and community level (Parsons, 1980:333). The interrelated levels of an organisation are explained in Figure 2.3.

Figure 2.3: Interrelated levels of organisation



Source: Adapted from Mullins (1996:334)

Structure is the pattern of relationships among positions in the organisation and among members of the organisation. The purpose of structure is the division of work among members of the organisation, and the co-ordination of their activities so that they are directed towards achieving the goals and objectives of the organisation. The structure defines task and responsibilities, work roles and relationships, and channels of communication. Structures make possible the application of the process of management and create a framework of order and command through which the activities of the organisation can be planned, directed and controlled (Mullins, 1996:332).

Organisation design is concerned with constructing and changing an organisation's structure to achieve the organisation's goals (Robbins and Barnwell, 1943:7). The SAPS in its efforts to develop institutional capacity in disaster risk management can make use of these different views on organisation theory to better its structures to be more effective and efficient in the service they must deliver to their communities. The SAPS as an organisation will be explored in the following sections.

2.4 SOUTH AFRICAN POLICE SERVICE AS AN ORGANISATION

The SAPS is a Governmental department and according to the Constitution of the Republic of South Africa, Act No. 108 of 1996, must deliver a service to the inhabitants of South Africa (as indicted in section 205). The SAPS as an organisation is guided by a Strategic Plan. The SAPS Strategic Plan can be used as a departure point for the development of DRR processes in the SAPS.

The SAPS can take the International Business Machine Corporation (IBM) as an example to develop guidelines for the implementing of Disaster Management.

According to Mullins (1986:298), the efforts of IBM towards becoming truly market-driven have been guided by five basic goals:

- enhance customer partnership;
- be the product and service leader;
- grow with the industry;
- be most efficient; and
- sustain profitability

The successes achieved by IBM with these five basic goals is world-renowned and **at** a particular stage IBM became a market leader. The SA Government's equivalents to the IBM five basic goals are the Batho Pele principles and all Governmental departments must adhere to and implement them. These principles are:

- Consultation;
- Setting service standards;
- Increasing access;
- Ensuring courtesy;
- Providing information;
- Openness and transparency;
- Redress; and
- Value for money.

The starting point for an organisation will be to re-visit its strategic plan to address the problem at hand. The SAPS's strategic plan is one of the documents which can be used to bring about changes in the organisation. It is also a control function to determine if the objectives and goals are being met during a specific time frame. Attention will now be focused on the strategic plan. The strategic framework of the SAPS will be explored in the next chapter.

2.4.1 Strategic Plan of the South African Police Service

The Strategic Plan for the SAPS emphasises the important role played by the officials of the SAPS in ensuring the safety and security of the communities they serve and protect. The strategic direction of the SAPS includes a focus on organised crime, serious and violent crime and crimes against women and children, as well as improving basic service delivery (SAPS, 2005).

The strategic priorities of the SAPS, however, incorporate the importance of integrated disaster management and its close involvement with other governmental departments and key role-players and stakeholders. (SAPS, 2005)

The purpose of the SAPS Strategic Management Framework is to define and regulate the application of strategic management within the SAPS; this is achieved through the development of performance plans in support of the SAPS Strategic Plan. The Strategic Management Framework outlines the process to be followed in developing performance plans, indicating what must be done, when and by whom. The Strategic Management

Framework is, however, not just a guideline, and the various provisions must be applied by the relevant functionaries, when and as indicated in this policy. The objectives of the SAPS Strategic Management Framework are to:

- Standardise the approach to strategic management at all levels.
- Direct managers at all levels in the application of the Strategic Management Framework.
- Ensure the linking of Individual Performance Management to the Strategic Management Framework [The Strategic Plan of the SAPS 2005-2010 (ISBN No: 0-621-35598-4, RP/05)].

It will be imperative to incorporate institutional capacity into the existing Strategic Plan of the South Africa Police Service. The existing structure is in place and no new structure has to be developed. The Strategic Management Framework is regulated by a number of Statutory Acts, Government policies and SAPS policies [The Strategic Plan of the SAPS 2005-2010 (ISBN No: 0-621-35598-4, RP/05)]. Table 2.1 below visually illustrates the Strategic Plan of SAPS.

Table 2.1: The strategic management plan of the SAPS

Strategic Management Framework	Statutory Act, Government Policy and SAPS Policy and Implication
<p>1. SAPS Strategic Plan</p>	<p>1. Treasury Regulations (2007)</p> <ul style="list-style-type: none"> - 5.1: Requirement for the preparing of a strategic plan. - 5.2 (5.2.1, 5.2.2, 5.2.3): Requirements of the strategic plan, i.e. that with which it must comply. <p>2. SAPS Act, 68 of 1995</p> <ul style="list-style-type: none"> - Section 11(2) (a): A one-year plan detailing the priorities and objectives for the following financial year must be compiled before the end of the financial year. <p>3. SAPS Employment Regulations (2008)</p> <ul style="list-style-type: none"> - Chapter 3, Regulation 20: Requirements of the strategic plan, i.e. that with which it must comply.
<p>2. Performance Plans (Operational Plans)</p>	<p>1. The Accounting Officer's Guide to the Public Finance Management Act: 2005, pages 8 to 11 and 25.</p> <ul style="list-style-type: none"> - The requirement for performance plans (operational plans) to be developed in support of the strategic plan and linked with individual performance mechanisms. <p>2. Standing Order 28 (General) - Station Commanders [All ranks]</p> <ul style="list-style-type: none"> - Regulates the functions of the Station Commissioner regarding all of the dimensions of the Station.
<p>3. Human Resource Planning</p>	<p>1. Public Service Regulations (2004)</p> <ul style="list-style-type: none"> - Chapter 1, Part III D, D.1 (a) to (d), D.2 and D.3 Requirements of human resource planning. <p>2. SAPS Employment Regulations (2008)</p> <ul style="list-style-type: none"> - Chapter 3, Regulation 21
<p>4. Information Technology Planning</p>	<p>1. Treasury Regulations (2007)</p> <ul style="list-style-type: none"> - 5.2.3 (i): Requirement for Information Technology Plan.
<p>5. Risk Management</p>	<p>1. Treasury Regulations (2005)</p> <ul style="list-style-type: none"> - Section 3.2.1: Requires that the accounting officer ensure that an annual risk assessment be undertaken to identify emerging risks confronting the department. This Section also requires that a risk management strategy, incorporating a fraud prevention plan be developed and implemented within the department to direct and prioritise the internal audit effort and determine the skills required of management to address these risks. The risk management strategy must be clearly communicated within the department and incorporated in the language and culture of the department.

Strategic Management Framework Statutory Act, Government Policy and SAPS Policy and Implication	
	<ul style="list-style-type: none"> - Section 3.2.7: requires the compilation of an internal audit plan based on the strategic plan and risk management strategy of the department. - Section 9.1.1: stipulates that effective, efficient and transparent processes of financial and risk management be implemented in order prevent financial irregularities within the department. <p>2. SAPS Risk Management National Instruction 1 of 2009</p> <ul style="list-style-type: none"> - Regulates the managing of risk management in the SAPS.
6. Evaluation of Organisational Performance	<p>1. Provincial Annual Reports</p> <ul style="list-style-type: none"> - Constitution of the Republic, Act 108 of 1996, section 207(5): The Provincial Commissioner must report annually to the Provincial Legislature and the National Commissioner on policing in the province. <p>2. Annual Reports</p> <ul style="list-style-type: none"> - PFMA 40(1)(d) and (e) - Treasury Regulations (2007): 5.2 The strategic plan must form the basis of the annual report. - SAPS Employment Regulations (2008): Chapter 3, Regulation 25 <p>3. Quarterly Reports</p> <ul style="list-style-type: none"> - Treasury Regulations (2007) 5.3 - Establishing of procedures for quarterly reporting.
7. Evaluation of Performance - Individual	<p>1. Public Service Regulations (2004)</p> <ul style="list-style-type: none"> - Chapter 4, Parts I to IX: The regulation of the Senior Management Service. <p>2. National Instruction 1 of 2005 - Performance Enhancement Process for the SAPS</p> <ul style="list-style-type: none"> - The policy and procedure in respect of the Performance Enhancement Process.
8. Service Delivery Improvement Programme	<p>1. White Paper on the Transformation of the Public Service (1995)</p> <ul style="list-style-type: none"> - Identifies eight transformation priorities, including Transforming Service Delivery. <p>2. White Paper on Transforming Public Service Delivery - Batho Pele (1997)</p> <ul style="list-style-type: none"> -Provides a policy framework and practical implementation strategy for the transformation of public service delivery, i.e. the eight Batho Pele Principles. <p>3. Treasury Regulations (2007)</p>

Strategic Management Framework Statutory Act, Government Policy and SAPS Policy and Implication	
	<ul style="list-style-type: none"> - 5.2.3 (h): Developed as part of the strategic plan. 4. Public Service Regulations (2004) <ul style="list-style-type: none"> - Part III C, C.1 [(a) to (f)]: Contents of the Service Delivery Improvement programme. 5. SAPS Employment Regulations (2008) <ul style="list-style-type: none"> - Chapter 3, Regulation 23 6. Batho Pele Handbook (2003) <ul style="list-style-type: none"> - Outlines the Batho Pele Revitalisation Strategy. 7. SAPS Service Delivery Improvement Programme : 2009 <ul style="list-style-type: none"> - Regulates the Service Delivery Improvement Programme in the SAPS.

The strategic plan of the SAPS sets the tone for establishing an integrated disaster management system within the SAPS.

2.4.2 The need for a Disaster Risk Reduction strategy

Objectives and policy are formalised within the framework of a corporate strategy. Tilles (1969) has suggested that without an explicit statement of strategy it becomes more difficult for expanding organisations to reconcile co-ordinated action with entrepreneurial effort. An explicit strategy for the business organisation is necessary for the following reasons: First, there is the need for people to co-operate together in order to achieve the benefits of mutual reinforcement. Second, there are the effects of changing environmental conditions (Tilles, 1969:328).

The main task of senior management and policy-makers in local, provincial and central government is to evaluate the total environment in which the institution operates and note the existing and potential opportunities and threats facing the institution and the community. Senior management should also identify and analyse the community's weaknesses and strengths, particularly in areas such as organisational structure, finance, productivity, service delivery capacity, community involvement and understanding, and overall management capacity (Mercer, 1991:6).

The SAPS makes use of the model for strategic management as indicated by Kroon (1997:141), and the Disaster Management Act No. 57 of 2002 to inform its disaster management strategy development. Institutional capacity is so important that it is listed in the Disaster Management Act No. 57 of 2002 (South Africa, 2002:2) and in the National Disaster Management Policy Framework (NDMF) (2005) as the number one Key Performance Area. If institutional capacity is not in place the rest of the Key Performance Areas and Enablers of the NDMF cannot be effectively and efficiently implemented.

According to Van der Walddt and Du Toit (1997:288), organisation development entails a systematic analysis of the institution and the realisation that an institution must understand and have a management plan to manage change effectively. The main purpose of organisation development is to increase the effectiveness of an institution through planned intervention in the organisational process by applying behavioural science knowledge (Van der Walddt and Du Toit, 1997:288).

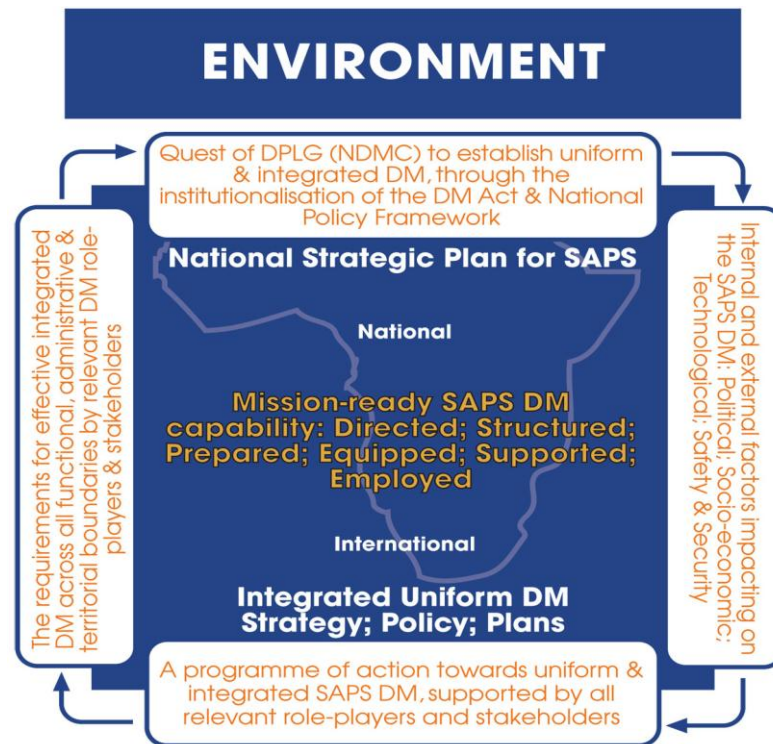
Organisation development can be defined as a long-term effort to improve an institution's problem-solving capability and its ability to cope with change (Pratt and Bennet, 1989:363). On the other hand, Mercer (1991:7) regards organisation development as a systematic, planned effort to bring about change.

The SAPS as an organisation in its approach to development of institutional capacity must realise that change is inevitable. The Disaster Management Act, Act 57 of 2002, will put more strain on already limited resources. Previously the main focus was only on the management of a disaster after it occurs (re-active). The Disaster Management Act, Act 57 of 2002, stresses that all Governmental departments, NGOs and other role-players must be involved in planning for disasters and risks before they occur (pro-active measures).

The SAPS approach towards Disaster Management and DRR should be a process which will include the establishment of a structure, role and responsibilities research, development of policies, finance, human resource, logistics, training and how they will fit into the existing structures of the SAPS and other Governmental departments. The

SAPS's environment in terms of disaster management is schematically represented in Figure 2.4.

Figure 2.4: SAPS Disaster Management Environments



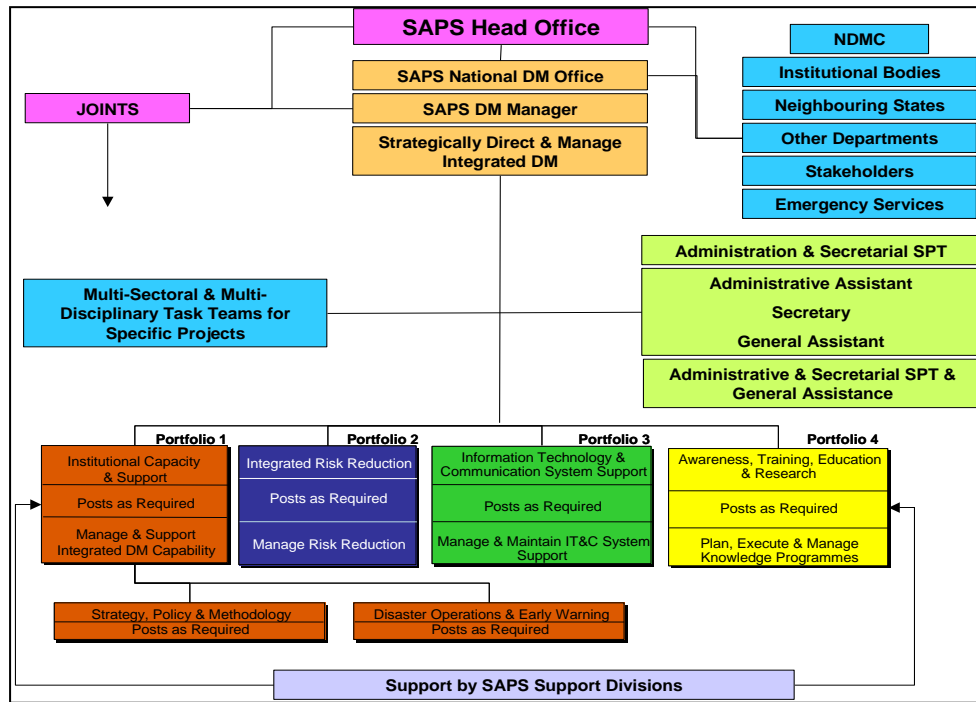
Source: Adapted from the National Integrated Disaster Management Strategy for the SAPS (2007: Section 2:11).

According to Robbins and Barnwell (1943: 6), the SAPS functions as an organisation (refer to section 2.2). An organisation is a consciously coordinated social entity, with a relatively identifiable goals boundary, that functions on a relatively continuous basis to achieve a common goal or set of goals. Organisation structure defines the interaction patterns of organisation members (Robbins and Barnwell, 1943: 7). Organisation structure will assist the development of institutional capacity in the SAPS. Structure follows strategy and the SAPS needs to establish a structure for disaster management.

Such a structure has already been proposed as explained by fig 2.5. The scope of this chapter, however does not allow for in-depth discussion of the structure. It should also

be noted that this structure is only a proposed structure for DM in the SAPS. Therefore, its inclusion here is necessary for the discussion for the research that follows.

Figure 2.5: SAPS Disaster Management Structure at National Level



Source: Adapted from National Integrated Disaster Management Strategy for the SAPS (2007: Section 4:18).

The SAPS Top Structure has a significant role to play in the development of DRR initiatives. The Minister and Deputy Minister are, according to the Disaster Management Framework, accountable to the President and Cabinet. Political decisions must be taken through strategies on that level. The SAPS National Commissioner is held responsible for developing strategic planning and decision-making (strategic planning, strategy, goal setting, policy, target dates and determining responsibility) and for the implementation of political decisions. According to Kroon (1997:468), the different levels of management can be clearly defined. These levels of management will have a direct impact on the institutional arrangements for disaster management in the SAPS.

Kroon (1997: 468) defines them as:

- Strategic Level:

Top management that uses insight to run a business strategically will be thoroughly aware of the effects of changes. Change manifests itself in two forms, namely either as an opportunity or a threat. Management must act as a catalyst between the two.

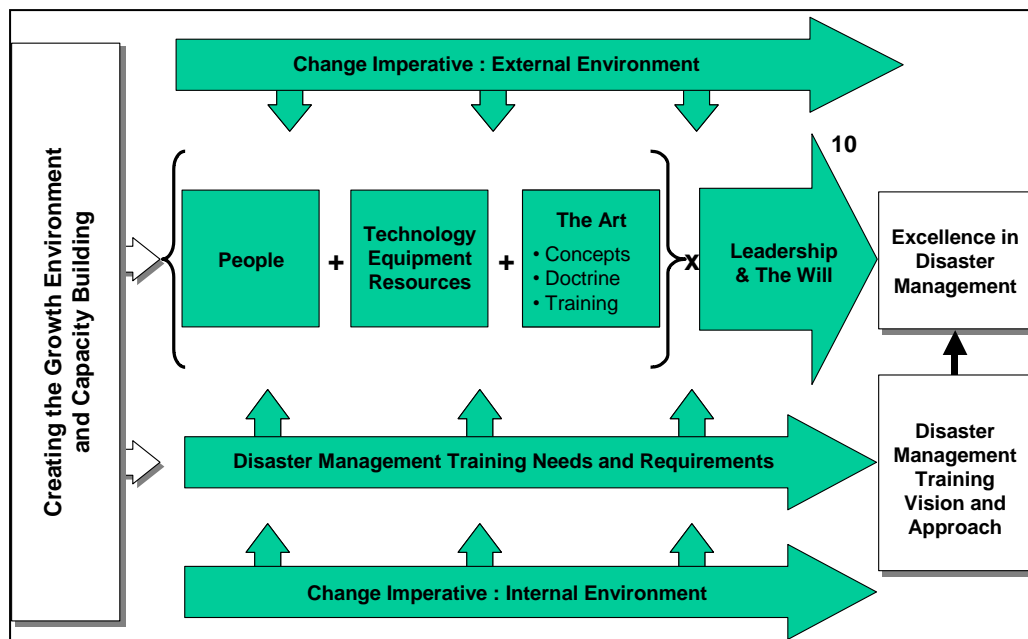
- Tactical level:
Strategic decisions developed by the National Ministers and National Commissioner will be cascaded downwards to the nine Provincial Commissioners to be implemented. The main function of the Provincial offices is to implement the strategic plan goals and to monitor and control progress.
- Operational level:
The operational level is where the actual work takes place. The main aim of the operational level is to deliver a service as required by Government to the community. The third level consists of the operational system that is utilised by first-line management. At this level the primary concern is to collect, validate and record transactional data. In Figure 2.10 the different levels are set out schematically.

The different levels in the SAPS will react differently to information collected because of their roles and responsibility. The importance of data integrity cannot be emphasised enough, because the strategic level makes assumptions based on data flow from lower levels. This in turn is taken up in the strategic plan to address a problem.

One such change in the SAPS system which can be cited as an example to illustrate the above is the newly promulgated Safety and Sports and Recreation Events Act, Act No.2 of 2010. The role and responsibility of the SAPS will now significantly change in the management of major events. The new functions of the SAPS will force the organisation to establish institutional capacity to achieve the mandate given to SAPS through this new Act.

The following process will be followed to strategically implement the Safety and Sports and Recreation Events Act, Act No.2 of 2010, within the SAPS as indicated in Figure 2.6.

Figure 2.6: Influence of change in external environment



Source: Adapted from National Integrated Disaster Management Strategy for the SAPS, 2007: Section 9:11

A problematic situation in the SAPS can be the result of organisational culture. Organisational culture must also be changed in the development of institutional capacity. Organisational culture is described by Robbins and Barnwell (1943:377) as a system of shared meaning within an organisation. In a disaster situation every role-player has its own mandate. If these roles are shifted from one institution or governmental department it will take time for that department to adjust to the change because of the organisational culture and this can hamper service delivery.

The SAPS structure is very important in the development of institutional capacity for disaster risk management. These structures will be incorporated into other Governmental structures. The different Governmental departments must overlap and assist each other towards common objectives (refer to section 2.2.3 above). In urban areas, local government mostly has the necessary institutional capacity to deliver a service, but in the rural areas the necessary infrastructure is often lacking. In most of these situations the SAPS must fulfil some of these functions. The SAPS Stations are sometimes the only lifeline for a rural community.

2.4.3 Institutional capacity and its role in an organisation like the SAPS

The success of an organisation lies not only in the fact that the internal environment can react and adjust to the external environment changes as indicated in Figure 2.4. These internal environmental changes of an organisation must also take other Governmental departments, NGOs and communities into consideration. The strength of an organisation lies in the fact that the organisation realises that it cannot do everything on its own and it needs other role-players to achieve the organisation's goals. The South African Government does not have an open account to spend funds as it pleases. The Government is held responsible by Parliament for the spending of Government funds. Limited funds are allocated to Government departments and the amount can only cover a part of the needs of that Government department. Capacity will always be problematic (shortages of funds, human resources, and equipment) and the only way to overcome this problem is to make use of an integrated approach (South Africa, 1996:177,118).

Capacity development is “the process through which individuals, organisations and societies obtain, strengthen and maintain the capabilities to set and achieve their own development objective over time” (UNDP, 2008:4), to reduce disaster risk for example. Capacity development takes place on three levels, namely the individual, organisational, and enabling environment (DAC, 2006:5; UNDP, 2008:5).

According to the National Disaster Management Framework of 2005, the term ‘capacity’ refers to a combination of all strengths and resources available within a community, society or organisation that can reduce the levels of risk or the effects of a disaster. Capacity may include physical, institutional, social or economic means, as well as skilled personnel or collective attributes as in leadership and management (South African, 2005:112).

According to the Urban Building Network (1997), capacity building is much more than training and includes the following:

- Human resource development, the process of equipping individuals with the understanding, skills and access to information, knowledge and training that enables them to perform effectively.
- Organisational development, the elaboration of management structures, processes and procedures, not only within organisations but also the management of relationships between the different organisations and sectors (public, private and community).
- Institutional and legal framework development, making legal and regulatory changes to enable organisations, institutions and agencies at all levels and in all sectors to enhance their capacities.

In order to ensure the effective development of institutional capacity in the SAPS the broader focus of the Urban Development Network must be considered. This capacity development will, however, utilise the current SAPS structure to achieve its disaster risk management objectives.

2.4.4 Institutional capacity in the South African Police Service

The SAPS is one of the main role-players in the disaster risk management fraternity. According to Schedule 4, Part A of the Constitution of the Republic of South Africa Act 108 of 1996 (South Africa, 1996: 117), Disaster Management is listed as a concurrent national and provincial competency. However, the key policy proposal set out in the White Paper on Disaster Management (South Africa, 1999:13) is focused on the integration of risk reduction methodology into development programmes in South Africa.

The primary aim of the policy is to build a resilient South Africa by reducing vulnerability in households, communities and areas that are at risk. Section 26(g) of the Local Government: Municipal Systems Act of 2000 gives effect to these proposals by including disaster management plans as core components of municipal Integrated Development Plans, thus giving a clear indication that risk reduction is most effectively applied locally (South Africa, 2002:52). The DMA, Act No. 57 of 2002, makes it very clear that DRM is everyone's business, not only that of Government.

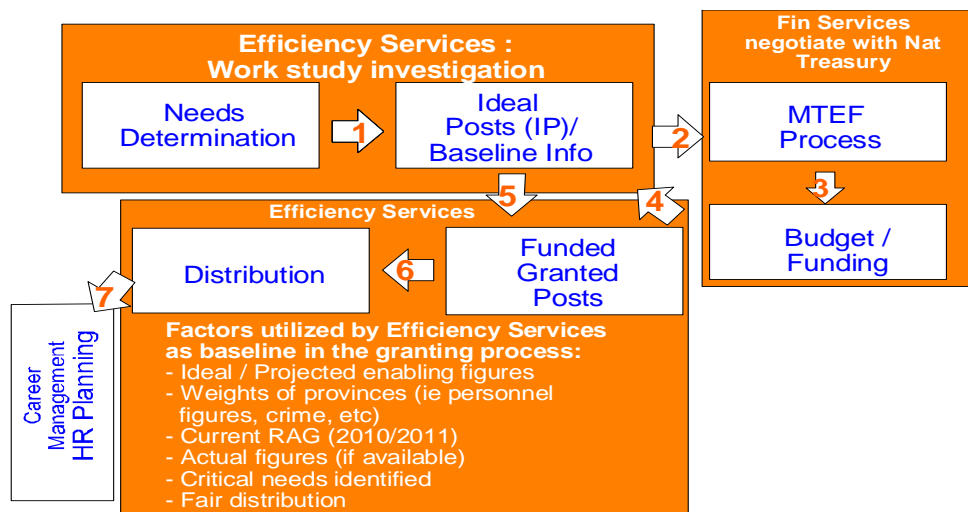
In support of this is the fact that when a disaster occurs or is a pending threat, the initial response normally takes place locally. Accordingly, national government elected to invoke the provisions of section 156(4) of the Constitution (South Africa, 1996:65) and has assigned the disaster management functions to local government by way of national legislation, in this case the DMA, Act 57 of 2002. In terms of the Act, all metropolitan and district municipalities are responsible for the practical implementation of the functional disaster management in their area of jurisdiction (South Africa, 2002:42). Institutional capacity, according to the DMA, Act 57 of 2002, is required to establish a national disaster management centre responsible for promoting an integrated and co-ordinated national disaster management policy (South Africa, 2002:13). The Act gives explicit priority to the application of the principle of co-operative governance for the purpose of disaster risk management and emphasises the involvement of all stakeholders in strengthening the capabilities of national, provincial and municipal organs of state to reduce the likelihood and severity of disasters.

The importance of institutional capacity is fully discussed in the National Disaster Management Framework of 2005 (South Africa, 2005:6) under the heading Key Performance Area 1: Integrated Institutional Capacity for Disaster Management. The focus of Key Performance Area 1 is to establish the necessary arrangements for implementing disaster risk management within the national, provincial and municipal spheres of government.

Institutional capacity formation will be one of the most important steps in the SAPS development plan, because it will determine the role and responsibility of the SAPS in DRR as an institution and on the other hand identify the capacity which the SAPS needs to manage disaster risk or an emergency. Institutional capacity in the SAPS differs from the NDMF of 2005. The SAPS's main role and functions in institutional capacity are more in support of the national, provincial or local disaster management centres. Institutionalisation of a uniform integrated disaster management process contributes to the creation of the envisioned national uniform and integrated disaster management system. This process will enhance the overall efficiency and effectiveness of integrated disaster management in SA. This process and the SAPS Integrated Disaster Management Strategy lead to the design of its disaster risk management structures.

The SAPS disaster management structure and the formation of required disaster management forums, committees and task teams are derived from the above strategy and the integrated disaster management process. It will be based on the proven management principle that 'structure' follows strategy. The establishment of a disaster management structure for the SAPS is the key to the effective implementation of disaster management policy and legislation, as well as the integrated disaster management function. Efficiency services in the SAPS are tasked to carry out work study investigations to determine if there is a need for components, structures and posts. The different components as indicated in Table 2.1 will play their respective roles in the establishing of the component. The process to follow in the SAPS to establish a structure and posts will be schematically explained in Figure 2:7.

Figure 2.7: Establishment of structure and posts in the SAPS



Institutional capacity does not stop with legislation but goes further to actually improve on what is requested by the Constitution of the Republic of South Africa Act, No. 108 of 1996 (South Africa, 1996:115), the Disaster Management Act No. 57 of 2002 (South Africa, 2002:13), the National Disaster Management Framework (South Africa, 2005:13) and the SAPS Act, Act No. 68 of 1995 (South Africa, 1995:3). Table 2.2 below visually illustrates what is expected from the SAPS in the development of its internal institutional capacity for disaster risk management.

Table 2.2: Role and function of the SAPS in Disaster Management

No	Office / Department / Division / Service	Role and Functions
1	Office of the Minister – Minister for Safety and Security	<ul style="list-style-type: none"> ❖ Ensure that institutional capacity is established in the SAPS to enable effective implementation of DRM policy and legislation. ❖ Participate in the ICDM to deal with disasters. ❖ Advise and make recommendations to Cabinet, within the ICDM, on issues relating to DRM and the establishment of the National DRM framework.
2	SAPS Head Office – National Commissioner	<ul style="list-style-type: none"> ❖ Establish integrated institutional capacity within SAPS to enable the effective implementation of DRM policy and legislation. ❖ Provide strategic direction for integrated DRM in the SAPS (Strategic Plan for the SAPS). ❖ Appoint an individual who will act as the SAPS's focal or nodal point for DRM and who will also be the representative on the NDMAF.
3	Operational Services <ul style="list-style-type: none"> ❖ Visible Policing ❖ Cluster Coordination 	<ul style="list-style-type: none"> ❖ Establish and implement a strategic and policy framework for DRM aimed at ensuring an integrated and uniform approach to DRM throughout the SAPS. ❖ Provide an integrated DRM function for the SAPS. ❖ Strategically direct and manage integrated DRM. ❖ Establish a SAPS DRM Service, including its structure and appointed personnel. ❖ Develop, execute and manage the required SAPS DRM risk reduction, contingency and operational plans. ❖ Establish foundational institutional arrangements to participate in national multi-sectoral and multi-disciplinary DRM. ❖ Establish foundational institutional arrangements to perform international DRM obligations. ❖ Plan and conduct training exercises to enhance SAPS integrated DRM capacity. ❖ Direct the planning and execution of DRM operations at national level where the SAPS has the primary responsibility. ❖ Direct the planning and execution of DRM support at national level where the SAPS is in support of DRM operations. ❖ Participate in the JOINTS to deal with DRM matters and chair the JOINTS in DRM matters relating to safety and security.

No	Office / Department / Division / Service	Role and Functions
4	SAPS DRM Service Focal or Nodal Point – SAPS National DRM Office <i>Note : The SAPS DRM Service Is located under ‘Operational Services’.</i>	<ul style="list-style-type: none"> ❖ Manage the integrated DRM function on behalf of the SAPS (SAPS DRM Office). ❖ Participate in the activities of the NDMAF. ❖ Coordinate and liaise with other state departments and relevant role-players and stakeholders on DRM related matters. ❖ Manage and support DRM forums, committees and task teams. ❖ Manage and coordinate support for integrated SAPS DRM operations. ❖ Manage risk reduction function. ❖ Manage DRM IMS&C and coordinate system support. ❖ Manage awareness, training, education and research function for DRM and coordinate support. ❖ Liaise, plan and coordinate support for DRM with other SAPS support divisions. ❖ Coordinate execution of DRM operations.
5	Crime Intelligence and Crime Detection <ul style="list-style-type: none"> ❖ Detective Service ❖ Crime Intelligence ❖ Criminal Record and Forensic Science Services 	<ul style="list-style-type: none"> ❖ Provide investigation services to DRM as required for specific DRM operations where the SAPS are involved. ❖ Provide forensic services as required for DRM response and recovery and other related DRM operations.
6	Supply Chain Management	<ul style="list-style-type: none"> ❖ Provide logistical support for DRM, which includes procurement, inventory, vehicle fleet, radio-technical communications and facilities. ❖ Support management as well as the DRM office with evaluation services in the assessment of DRM service delivery standards and performance. ❖ Participate in the planning and execution of DRM operations at national and international level. ❖ Develop and execute national DRM logistical support plans and contingency plans. ❖ Appoint DRM coordinators in the respective support divisions, including responsibilities and appropriate key performance indicators. ❖ Provide supply chain management services for DRM.

No	Office / Department / Division / Service	Role and Functions
		<ul style="list-style-type: none"> ❖ Participate in the planning and execution of supply chain management support for DRM risk reduction planning and DRM operations. ❖ Assess resources required to support DRM and the harnessing of capacity by other organs of state, NGOs and the private sector. Provide supply chain management services for DRM. ❖ Participate in the planning and execution of supply chain management support for DRM risk reduction planning and DRM operations. ❖ Assess resources required to support DRM and the harnessing of capacity by other organs of state, NGOs and the private sector.
7	Protection and Security Services	<ul style="list-style-type: none"> ❖ Provide physical protection and security services to VIPs involved in DRM events, activities and operations. ❖ Develop and implement physical protection and security support plans for DRM related to Railway Policing and Ports of Entry
8	National Evaluation Service	<ul style="list-style-type: none"> ❖ Provide an evaluation service for DRM. ❖ Establish and manage an evaluation system for SAPS DRM. ❖ Ensure accountability for DRM throughout SAPS structures. ❖ Identify DRM service complaints and identify shortcomings in DRM service delivery. ❖ Provide reports and recommendations on DRM service delivery. ❖ Effect corrective action.
9	Human Capital Development and Legal and Financial Administration	<ul style="list-style-type: none"> ❖ Provide personnel and legal support for DRM. ❖ Participate in the planning and execution of DRM operations at national and international level. ❖ Develop and execute national DRM human resource and legal services support plans and contingency plans. ❖ Appoint DRM coordinators in the respective support divisions, including responsibilities and appropriate key performance indicators.
10	Career Management	<ul style="list-style-type: none"> ❖ Provide career management services for DRM, including optimal utilisation of said personnel and their performance.
11	Training	<ul style="list-style-type: none"> ❖ Provide quality education, training and professional development to all SAPS DRM officials and monitor and control the quality of the service. ❖ Participate in the planning and execution of DRM training exercises.

No	Office / Department / Division / Service	Role and Functions
12	Legal Services	<ul style="list-style-type: none"> ❖ Provide legal support to DRM in respect of DRM policy formulation and legislation, contracts and agreements. ❖ Support SAPS DRM in matters relating to litigation.
13	Strategic Management	<ul style="list-style-type: none"> ❖ Provide strategic management support services to DRM. ❖ Ensure integration of SAPS DRM plans in SAPS strategic plan and one year policing plan. ❖ Support DRM Service with design and approval of structures. ❖ Support DRM Service with design and approval of integrated DRM strategy and policy.
14	Finance and Administration	<ul style="list-style-type: none"> ❖ Provide financial and administrative support services for DRM including: <ul style="list-style-type: none"> ➤ Budgeting and short, medium and long-terms expenditure framework. ➤ Expenditure. ➤ Salaries.
15	Personnel Management and Organisational Development	<ul style="list-style-type: none"> ❖ Provide personnel support services for DRM. ❖ Provide personnel services for DRM, including: <ul style="list-style-type: none"> ➤ Discipline and grievance management. ➤ Employee assistance. ➤ Social work services. ❖ Support DRM with organisational development. ❖ Support SAPS DRM with information management and communication system support, including: <ul style="list-style-type: none"> ➤ Plan, integrate and develop ICT infrastructure for DRM. ➤ Management of relevant service level agreements for DRM. ❖ Support DRM with the development of and maintenance of efficient functional structures, procedures, systems and methodology. ❖ Support the SAPS DRM Service in terms of communication and liaison service support so as to promote the SAPS' DRM image. ❖ Provide internal audit support for DRM.

In the development of institutional capacity it will be process that will affect all the above mention divisions in the SAPS.

2.5 CONCLUSION

This chapter has established the theoretical framework for this study. It highlighted the importance of an organisation theory, different theories and the different components of an organisation, as well as the influence that the external environment has on the internal environment of an organisation and how the organisations must adapt to these changes.

Although DRM is not the primary function of the SAPS, the SAPS can be included as one of the main role-players and must perform certain key functions. The fulfilment of certain functions goes hand in hand with institutional capacity. Limitations of governmental departments can be overcome by co-ordinated, integrated, multi-disciplinary approaches to achieve certain goals. Increasing changes in the external environment of the SAPS causes internal changes to have to be made to adapt to the demands, to be effective and efficient in performing one's duties. Structures, developing of posts, strategies, budgeting and finance, human resource training, job descriptions and equipment (institutional capacity) must all be established before a component can make a difference. The following chapter will present a review of the regulatory and statutory environment in which the SAPS must fulfil its obligations towards the SA citizens.

CHAPTER 3

THE REGULATORY AND STATUTORY FRAMEWORK OF THE INSTITUTIONAL CAPACITY OF THE SOUTH AFRICAN POLICE SERVICE

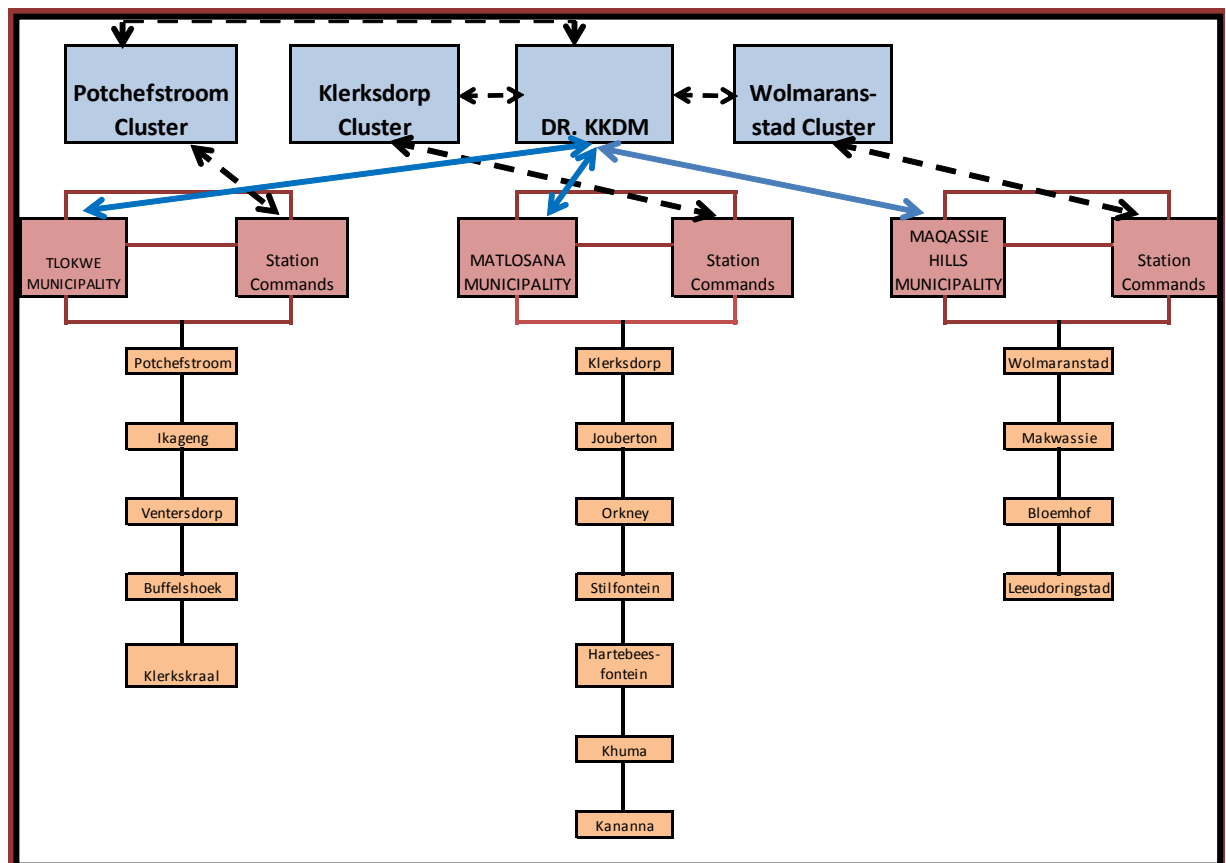
3.1 INTRODUCTION

Natural disasters cannot be detained or controlled, but humans can make an effort to manage themselves and their community to not be so vulnerable by taking preventative measures to make them more resilient. Prevention and mitigation constitute a process and must adapt to various circumstances. Societies must realise that prevention and mitigation can help them in the decreasing of risk to human life and property. The statement “prevention is better than cure” is applicable in this situation because this can minimise the aftershock and devastation of a disaster.

The key of DRR is locked up in the following statement: ‘While we cannot do away with natural hazards, we can eliminate those that we cause, minimise those we exacerbate, and reduce our vulnerability to most’ (Abramovitz, 2001). The two statements must become the SAPS starting point in the development of Disaster Management Strategy.

The SAPS has a dual role to play in communities at risk. The SAPS’s main role is to protect and serve. Its secondary role is to assist in disasters, emergencies and events. It is also known that a normal mass gathering, such as a sporting event, has the potential to result in a disaster where people will die. In such an instance the SAPS’s role will shift from a secondary to a primary role-player. This diverse distribution could hamper the implementation of DRM and DRR. However, the SAPS is a national component of government, and resources, equipment and human resources can be shifted anywhere in the country. The DR KKDM and existing SAPS structures must complement each other to achieve success. Figure 3.1 schematically explains the cooperation structures at present in place in the DR KKDM.

Figure 3:1 Integration of DR KKDM and the South African Police Service



The geographical areas covered by the different Police Stations vary. The area of responsibility of any given police station can consist of rural areas as well as urban areas. DR KKDM has had its fair share of devastation over the years and that is why institutional capacity is so important in the SAPS. According to the DR KKDM Policy Framework (2008:8), the district municipality is exposed to a wide range of severe hazards of natural, technological and environmental origin. It is increasingly exposed to devastating effects of a range of hydrometeorological events including severe storms, floods, droughts and veld fires. Incidents of epidemic diseases of biological origin affecting humans and livestock have also shown an increase in recent years.

Transportation accidents and accidents with hazardous materials continue to pose major challenges as national routes crisscross the Dr KKDM. Furthermore, the area has a recorded history of seismic activity due to mining. The Dr KKDM consists of urban as well as rural areas and shares provincial as well as district boundaries with other government entities. In addition to these natural and human-induced threats and despite

ongoing progress in extending essential services to poor urban and rural communities, large numbers of people live in conditions of chronic vulnerability, subject to natural hazards as well as other threats (Dr Kenneth Kaunda District Municipality 2008: 8). The SAPS main objective will be to achieve excellence in DRM by making use of all the means at its disposal as indicated in Chapter Two.

The SAPS in the Dr Kenneth Kaunda District Municipality (DR KKDM) will face various challenges and realities in its attempt to adhere fully to the requirements of the Disaster Management Act (DMA). The SAPS Disaster Policy and the Strategy Framework have been formulated but still need to be approved and institutionalised. Although a well-established base and leadership exists for progressive expansion of integrated disaster risk management within the SAPS, it cannot fully implement its responsibilities because of the absence of institutional capacity. This absence of institutional capacity for disaster risk management hinders the SAPS's ability to achieve its goals and objectives as set out in Chapter 11, Art 205(3) of the Constitution of the Republic of SA (South Africa, 1996:115).

This chapter will focus on the important aspects that the SAPS must take note of to get its house in order, so that it can render an effective and efficient service to a community at risk in terms of DRR. The different policies, strategies and legislation which will guide the SAPS will be discussed. South Africa has had to make dramatic changes internally to adapt to international standards. In the next chapter the focus will be on the following important historical events which led to the development of DMA, Act 57 of 2002(DMA) in South Africa.

3.2 INTERNATIONAL POLICIES AND MECHANISMS THAT SHAPED DISASTER RISK REDUCTION

The World as we know it is constantly changing on three different levels, according to the ISDR (2002:24) on account of natural (geological, hydro meteorological and biological) and/or induced by human processes (environmental degradation and technological hazards). Climate change causes weather patterns to fluctuate extremely and this factor causes havoc in the agricultural sector and threatens food **security**.

Internationally many countries have come to the conclusion that they must globally address this phenomenon to minimise the devastation.

Internationally numerous world seminars and summits have been held on the relevant subject. The outcome of these seminars and summits was the development of policies and strategy on preventative measures, including how to educate countries to make them more resilient towards disasters. The Yokohama Strategy, Hyogo **Framework for Action** and Millennium development Goals are well known for some of the outcomes of these summits and seminars.

The African **continent is also** devastated by disasters. The Africa **continent** is increasingly featuring in the reporting of disasters. This causes African leaders seriously to take responsibility for their respective countries and introduce DRR policies and strategies **similarly to the** African Regional Strategy for DRR was developed by the New Partnership for Africa's Development (NEPAD) and will be further explored.

At the international level there has been renewed commitment to DRR through various processes. The International Decade for Natural Disaster Reduction (IDNDR) from 1990-2000, the World Conference on Natural Disasters Reduction in 2005, and the 2000-2010 UN International Strategy for Disaster Reduction (UN/ISDR) significantly influences the DRR agenda (IDNDR, 2004:4, UN/ISDR, 2002) The United Nations (UN) Millennium Declaration, adopted in 2000, notes the importance of reducing 'the number and effects of natural and human made-made disasters' (UN, 2001).

Governments, organisations and also the SAPS, when developing institutional capacity, must take the guidelines of the Yokohama Strategy, Hyogo Framework for Action, Millennium Development Goals (MDGs) and the African Regional Strategy for DRR into account. The different policies, strategies and frameworks for DRR will now be explored.

3.2.1 The Yokohama strategy

The Yokohama Review is an analytical process which reflects the current state of awareness and accomplishments, limitations and constraints, and expresses conclusions in global DRR from 1994 to the present.

The first step in changing the mindset of governments towards DRR started with the Yokohama Strategy in 1994. The Yokohama Strategy for a Safer World: Guidelines for Natural Disaster Prevention, Preparedness and Mitigation and its Plan of Action (“Yokohama Strategy”), adopted in 1994, provides landmark guidance on reducing disaster risk and the impacts of disaster. The implementation of the Yokohama Strategy must be done on all levels of society. During the World Conference on Natural DRR in Yokohama, Japan, in 1994, a strategy was adopted which resulted in the formulation of the ‘Yokohama Message’, which emphasised the following prerequisites for DRR as stated in Wisner et al. (2004:21):

- A clear understanding of the cultural and organisational characteristics of each society as well as of its behaviour and interactions with the physical and natural environment.
- The mobilisation of non-governmental organisations and participation of local communities.

The Yokohama Strategy stressed that every country had the sovereign and primary responsibility to protect its people, infrastructure and national, social or economic assets from the impact of natural disasters. Deriving from the ‘Yokohama Message’, the entire argument of this thesis is to highlight the importance of development and a true understanding of the required institutional capacity for DRR. For example, the tendency in governments and non-governmental organisations is not to assess development projects in the context of disaster mitigation and disaster recovery programmes with long-term development needs in mind. Mitigation must be built into existing development projects at every stage of the project management process. From this it follows clearly that no government, organisation or institution can survive on its own.

The Yokohama Strategy was followed up by the Millennium Development Goals and the Hyogo Framework for Action, which broadens the scope of DRR initiatives.

3.2.2 The Hyogo Framework for Action

The importance given to socio-economic vulnerability in disaster risk analysis underlines the crucial role of human action in reducing the vulnerability of societies to natural hazards and related technological and environmental disasters (Hyogo Framework for Action, 2005:6). The basis of the strategy is that natural disasters will strike and increase in magnitude, complicity, frequency and economic impact. Societies must recognise and strengthen traditional methods and explore new ways to live with risk, and take urgent actions to prevent as well as reduce the effect of such disasters. While many know the human misery and crippling economic losses resulting from disasters, what few realise is that this devastation can be prevented through DRR initiatives as outlined in the Hyogo Framework for Action.

The five priorities of the Hyogo Framework for Action (2005:6) are:

1. To ensure that DRR is a national and local priority.
2. To identify, assess and monitor disaster risk and enhance early warning.
3. To use knowledge, innovation and education to build a culture of safety and resilience at all levels.
4. To reduce the underlying risk factors.
5. To strengthen disaster preparedness for effective response at all levels.

The main focus of the Hyogo Framework for Action (2005:3-4) indicates that DRR should be integrated into both development planning at all levels and into emergency preparedness, response and recovery programmes. The Hyogo Framework for Action includes both development and humanitarian activities and thus brings together the two communities.

The SAPS in its efforts to develop institutional capacity must incorporate the Hyogo Framework for Action priorities into its plan of action. Consultation and deliberation must take place to get the people of South Africa to participate in the process. Government and all its departments must form partnerships with the communities otherwise DRR projects will not succeed.

The SAPS, in its striving for success, must firstly attempt to overcome the diversity problem. South Africa is known worldwide for its diversity. The diversity of the country is recognisable at all levels of society, in all its cultures, in its economy, social order, and as regards gender equality, language barriers, poverty and politics. In South Africa the contrast between rich and poor can be distinguished only too clearly.

The influence of diversity must be taken into consideration in the development of institutional capacity. Diversity will have an influence on Government and the SAPS because every community has unique characteristics that should be acknowledged. These different characteristics will have a direct influence on the institutional capacity developed for the SAPS. Institutional capacity in the SAPS must start at top management by restructuring DRM services at the National Head Office. Disaster risk management in the strategic plan must receive acknowledgment as an important goal for the SAPS. Structures must be established for disaster management in the Service and cascaded down to ground level. Job description and Performance Enhancement Processes (PEPs) must be developed for the officers and members to be appointed in the structure. The officers and members appointed in these structures must receive training to bring them up to a satisfactory standard. This disaster risk management structure must be reviewed and revised to see whether or not the objective and goals set out have been achieved, and planning must be done to overcome these problems.

3.2.3 The Millennium Development Goals (MDGs)

The United Nations (UN) Millennium Declaration, adopted in 2000, notes the importance of reducing 'the number and effects of natural and man-made disasters' (UN, 2000:23). Further plans to implement the Millennium Declaration include the Millennium Development Goals (MDGs), as well as recommendations on the development of early warnings and vulnerability maps for improving research on the causes of disaster and cooperation to reduce the impact of El Nino and La Nina and on the initiatives to encourage governments to incorporate DRR into national planning process (UN, 2001).

The impacts and risks associated with these changes are real and are already felt in many countries and communities. The current and projected impacts on many systems and sectors essential for human livelihoods such as water, resources, agriculture, food

security, sustainable land management, human settlement and infrastructure, coastal zones and health, threaten global efforts at achieving the MDGs and sustainable development.

MDGs are not only applicable to Disaster Management. The eight MDGs are a crosscutting problem for all Governments and especially for developing countries. The SAPS's main aim will be to assist other Governmental departments in realising the goals of DRR.

The following example illustrates the interaction of development and issues of vulnerability and how this impacts on the primary role of the SAPS. Climate change and variation cause uneven weather patterns like El Nino and La Nina which cause massive devastation in terms of hydrometeorological hazards. The different effects can be seen all over the world in the form of floods, drought and famine. Drought has the potential to have a devastating effect on the agricultural sector and put food security under pressure. In such a scenario, the agriculture sector can collapse and that will force the farmers to lay off the farm workers. The farmers, farm workers and infrastructure which existed in the agricultural sector start to migrate from the rural areas to the urban areas. This causes the already over-populated urban areas to become more over-populated which puts further strain on existing and sometimes out-dated infrastructure. The Governmental departments feel the strain because poverty makes people vulnerable, and such vulnerability of a person makes him do things he normally would not do. In the SAPS the safety and security situation is already stretched to its limits because of the crime situation in the country. The role of the SAPS will be to try to minimise the knock-on effects of natural and man-made hazards.

International strategies and policies such as the Yokohama strategy, Millennium Development goals and Hyogo framework were developed as guidelines. The African Regional Strategy for DRR was specifically developed for Africa because every country is unique, and this uniqueness demands other approaches to a problem. The African Regional Strategy of DRR will be discussed in the context of the SAPS.

3.2.4 The African Regional Strategy for DRR

NEPAD and the African Union were the main contributors in the development of the African Strategy for Disaster Risk Development.

The African Strategy's objectives were developed specifically for Africa and involve the following:

- To increase political commitment to DRR;
- to improve identification and assessment of DR;
- to enhance knowledge management for DRR;
- to increase public awareness of DRR;
- to improve governance of DRR institutions; and
- to integrate DRR into emergency response management.

The main contributions of the African Strategy for DRR to the present study will be the focus put on institutional arrangements, capacities and resources, as well as strategy development.

Governments, to be effective and efficient in the management of disasters, must make use of all resources available, as well as making use of international policies and strategies to guide them in their developing process. The SAPS, however, cannot achieve vulnerability reduction on its own. It is important for the SAPS not to duplicate existing structures. The SAPS must prevent duplication by identifying existing suppliers that can immediately assist the SAPS in a disaster with equipment, knowledge and skills and negotiate terms in the form of mutual agreements. These needs can only be identified if the SAPS has institutional capacity such as strategic plans and structures to back it up. The Paris Declaration's contribution is very important because existing structures (internal/external) must be respected in the development of DRR.

The Paris Declaration on Aid Effectiveness (2005:3-5) highlights the importance of the fact that primary responsibility and ownership for capacity development rests with internal partners, and that external partners play a supporting role. In today's changing world, shortages of resources hamper many projects and programmes and this causes development in communities at risk not to be sustainable.

The main aims of the Yokohama Strategy, the Millennium Development Goals, Hyogo Framework for Action and the African Regional Strategy have one thing in common: to safeguard a country through mitigation, preparedness, response and recovery processes. Davis (2001: Online) defines these as key steps in disaster management. International policies and strategies have played an important role in the development of the legislation on Disaster Management in South Africa.

The above section of this chapter has stressed the importance and examined the development of different strategies, policies and frameworks for DRM and DRR, as well as the need for institutional capacity. In the previous chapter the theoretical constructs of DRR and the importance of institutional capacity in an organisation were explored. The next section aims to explore the regulatory and statutory framework which will guide the SAPS as well as the important role of legislation in the development of institutional capacity for DRM and DRR.

3.3 IMPORTANT LEGISLATION IN THE DEVELOPMENT OF INSTITUTIONAL CAPACITY

This section aims to provide an in-depth view of the role and responsibilities the SAPS must develop in order to be successful in its actions to serve and protect the community as indicated in the SAPS Act, Act No.68 of 1995 (South Africa, 1995:3).

The DMA, Act 57 of 2002, is not a new concept to the SAPS, but the Service must strive for uniformity in its approach.

In the South African disaster management sphere a wide range of role-players from various disciplines, sectors and spheres of government as well as community members, volunteers and the private sector (non-government organisations) will be involved in providing assistance in a disaster or emergency. All the different role-players in disaster management, however, do not have the same aim according to their mandate. The mandates of every governmental department as well as non-governmental institutions are governed by legislation. In the development of institutional capacity all these different requirements of legislation must be taken into consideration to prevent duplication.

3.3.1 The Constitution of the Republic of South Africa 1996, Act 108 of 1996

The Constitution of the Republic of South Africa, 1996, Act 108 of 1996, dictates and spells out to all the different government departments their roles and responsibilities as indicated in Chapter 1 to Chapter 14. The main aim of the Constitution of the Republic of South Africa, is that all government departments will work together for all the people living in South Africa. The Constitution demands that all the different government departments must integrate their resources, and mutually cooperate, inter alia, to “secure the well-being of the people of the Republic” (South Africa, 1996:21).

The managing, prevention, mitigation and recovery are, according to the Constitution, the main responsibility of the Department: of Cooperative Governance. Government in South Africa is constituted in three spheres, namely: national, provincial and local government. Although each sphere has its own unique characteristics, there must clearly be mutual dependence and reciprocity amongst the spheres and accordingly they are constitutionally required to cooperate with each other (South Africa, 1996:21).

The Constitution of the Republic of South Africa, 1996, Act 108 of 1996, places a legal obligation on the Government of South Africa to ensure the health (personal and environmental) and safety of its citizens. Chapter 2, section (9) (1) of the Constitution indicates that everyone is equal before the law and has the right to equal protection and benefits of the law (South Africa, 1996:7). In terms of section 41(1) (b) of the Constitution, all spheres of Government are required to “secure the well-being of the people of the Republic of South Africa” (South Africa, 1996:25). Section 152 (1) (d) also requires that local government “ensure a safe and healthy environment”. Accordingly, the primary responsibility for effective management in South Africa rests with the Government.

The Constitution of the Republic of South Africa, 1996, Act 108 of 1996 in Schedule 4, Part A lists Disaster Management as a concurrent national and provincial competency (South Africa, 1996:143). The local government level is where most of the operational activities (risk reduction as well as response) relating to disaster risk management

occur. The Disaster Management Act 57 of 2002 was the tool used to bring local, provincial and the national government into line with the Constitution.

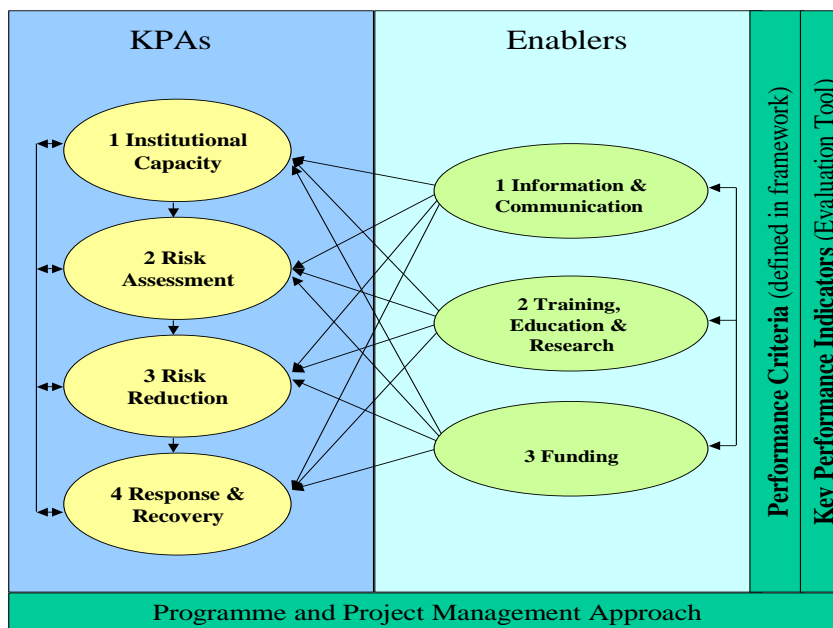
The diversity of the different governmental departments can clearly be seen as set out in the chapters and schedules of the Constitution. The Constitution specifically cites the South African National Defence Force as well as the SAPS as national competencies (South Africa, 1996:177,118).

3.3.2 Disaster Management Act, Act No. 57 of 2002 and the National Disaster Management Framework of 2005

The Disaster Management Act (DMA), Act 57 of 2002, provides for an integrated and coordinated disaster risk management policy on preventing and reducing the risk of disasters, mitigating the severity of disasters, emergency preparedness, rapid and effective response to disaster and post-disaster recovery. The disaster management concept prescribed in the DMA is integrative by nature and therefore demands a multi-sectoral and multi-disciplinary approach. This will require that disaster management role-players address disaster management issues jointly and execute joint disaster management operations. In turn the SAPS must work closely with a range of other important role-players and stakeholders, such as governmental departments, emergency services and non-governmental organisations (South Africa, 1996:177,118). The DMA requires that each national department, such as the SAPS, should prepare a disaster risk management plan and submit the said plan to the National Disaster Management Centre (NDMC). The primary responsibility for safety and security related events is vested in the SAPS. In other cases such as for example flood response and drought, the SAPS will act in a supportive role. These roles and responsibilities of the SAPS must be properly defined in its disaster risk management plan.

The NDMF of 2005 has four key performance areas (KPA) and three enablers which must be used to implement DMA, Act 57 of 2002. In Figure 3.1 the KPA and enablers are schematically represented.

Figure 3.2: KPAs and Enablers



Source: Adapted from National Integrated Disaster Management Strategy for the SAPS, 2007: Section 3:6.

Equally important in the municipal sphere of government as regards disaster risk management, is the Municipal Systems Act.

3.3.3 The Municipal Systems Act, Act No. 32 of 2000

In terms of the Local Government Municipal Systems Act, Act No. 32 of 2000, every municipality must develop and adopt an Integrated Development Plan (IDP) for its area and must align the plan with “and complement the plan of other municipalities and organs of the state so as to give effect to the principles of cooperative governance“ (South Africa, 2000:36). The need for the integration of the activities of the SAPS into IDPs is thus clear.

The development of institutional capacity in South Africa will not be established overnight. Institutional capacity development in the South African Government as well as in the SAPS must be seen as a process, and it must be done in conjunction with other role-players. In order to put the institutional arrangements for disaster risk management

within the SAPS into context it is important to allude also to the main legislation which governs the SAPS. Thus, the SAPS Act will now receive attention.

3.3.4 South African Police Service Act, Act No.68 of 1995

The SAPS is an organisation which consists of different divisions with a clearly defined organisational structure. An organisational chart reflects the formal structure of a business as developed by management. It shows the relationship and division of activities into different functions and sections, and it depicts the authority and responsibility lines which, at the same time, represent the official communication lines (Dubrin, 1990:183).

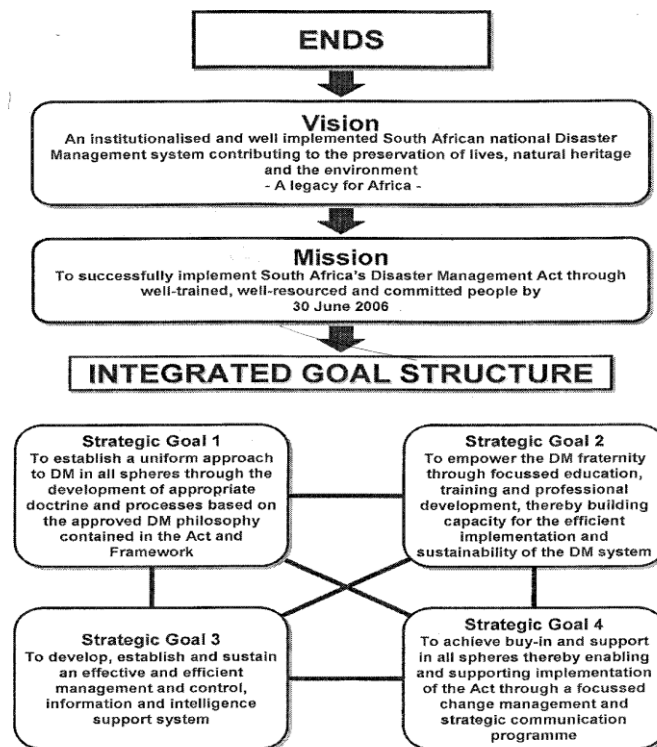
The Dr KKDM is, according to section 155 of the Constitution of the Republic of South Africa Act 108 of 1996, classified as a category C municipality (South Africa, 1996:82). A disaster risk management centre has been established in Klerksdorp in accordance with section (43) (2) (a) of the Disaster Management Act (South Africa, 2002:51). The disaster risk management centre, according to section (44) (b) (ii) of the Disaster Management Act, ensures the involvement of various role-players in disaster risk management in the municipal area (South Africa, 2002:52). One of the role-players in DRR is the SAPS.

According to the provisions of the SAPS Act, Act 68 of 1995 (South Africa, 1995:3), the SAPS is one of the main role-players in safety and security related situations, while adopting a supporting role in all other events such as floods, drought, earthquakes and fires. The White Paper on Disaster Management (South Africa, 1999:13), makes specific reference to the improvement of “South Africa’s ability to manage emergencies or disasters and their consequences in a co-ordinated, efficient and effective manner” and to “promote integrated and co-ordinated disaster management through partnership between different stakeholders and through co-operative relations between all spheres of Government”.

The SAPS plays a key role in creating a safe and secure environment for all the people of South Africa. Chapter 11, section 205(3) of the Constitution of the Republic of South Africa (South Africa, 1996:115), lists the SAPS’s roles and responsibilities in South

Africa. According to the provisions of the SAPS Act , Act 83 1995 (South Africa,1995:3), the functions of the Police Service in South Africa include ensuring the safety and security of all persons and property and protecting the rights of individuals in terms of the Constitution. The SAPS Act (South Africa, 1995:3) does not, however, specify the generic functions contained in the Disaster Management Act as a primary function of the SAPS nor does it vest any specific authority or responsibility for the management of multi-agency responses in the SAPS. According to Reid (2005), training is provided for police officers in the management of incidents where the primary cause is a police responsibility; however, in cases where the primary cause of the emergency is non-security related, the role of the Police will be that of a support service. The purpose statement and goals of the SAPS in implementing the Disaster Management Act and Policy are depicted in Figure 3.4 below.

Figure 3.3: Purpose Statement and Goals for implementing of the National Disaster Management Act and Policy



Note: Doctrine refers to DM best practice methodology

Source: Adapted from National Integrated Disaster Management Strategy for the SAPS, 2007: Section 1:12.

The SAPS is well organised to participate in and support other key role-players and stakeholders in the effective and efficient execution of the disaster risk management function. Crisis management of serious or local emergencies places exceptional demands upon the SAPS by virtue of the magnitude of such a crisis and the degree of integrated cooperation required for its successful resolution. The SAPS's hierarchical structures, disciplined training and organised communication, when properly tailored, provide the critical elements of prevention, preparation, response and recovery through an efficiently based system of command and control. The SAPS has to set the ground rules for this process in order to protect citizens. It can do this by building local, provincial and national institutional capacity in the SAPS (South Africa, 1995:3).

The SAPS is one of the leading role-players in Disaster Management where crime is suspected or committed. The SAPS is primarily responsible for prevention, mitigation and recovery where a serious crime is committed and this leads to a disastrous situation.

Bomb explosions, xenophobic attacks, train accidents and vehicle accidents are all the main responsibility of the SAPS. Investigation, safeguarding, and prevention will be the primary function of the SAPS and the other governmental departments will be secondary role-players. The SAPS will become a second role-player in incidents where there are no crimes committed. The importance of all role-players must not be underestimated. All governmental departments are equalled important and no one department can work without the other departments' assistance.

Examples that can be used are the attacks on foreigners during 2009 in South Africa. The immediate threat of violence was a primary function of the SAPS but after the threat most of the foreigners were uprooted and that became a secondary problem for the Police Service. The South Africa Police Service mandate was to safeguard the foreigners against attacks on their life and property. Secondary functions like providing shelter, food and transport were not the mandate of the SAPS. In most disasters and emergencies a wide range of role-players who may never have worked together previously are involved in performing a variety of operational activities in responding to the same occurrence.

Although the SAPS is part of the Government realm, the SAPS has its own organisation culture. Institutional capacity is an in-house affair. In any organisation structure, the first step is to determine the market the organisation will function in. A swot analysis will be done to determine the organisation's strengths, opportunities, weak points and threats. The organisation will build its vision, mission, goals and objectives around the findings.

The present working procedure is determined by the above-mentioned statement, but the 2010 Soccer World Cup necessitated changes and the Safety and Sports and Recreational Events Act, Act 2 of 2010, was promulgated and the SAPS appointed to police all events as indicted in the Act. In most of the events, emergencies and disasters involved in the past SAPS was a secondary role-player, but now the Safety and Sports and Recreational Events Act, Act 2 of 2010, put the SAPS into a co-ordinating role as well and the need for institutional capacity to be established became greater than ever.

3.3.5 The Safety and Sports and Recreational Events Act, Act 2 of 2010

The newly promulgated Safety and Sports and Recreational Events Act, Act 2 of 2010, applies pressure to the SAPS to develop institutional capacity for disaster risk management. The main aim of the Safety and Sports and Recreational Events Act, Act 2 of 2010, is:

- to safeguard the well-being and safety of persons and property at sport, recreational, religious, cultural, exhibitions, organisational or similar events held at stadiums, venues or along a route;
- to provide for the accountability of events role-players; to provide for certain prohibitions;
- to provide for the risk categorisation of events;
- to provide the establishment of measures to deal with safety and security at events;
- to provide accreditation of role-players at events;
- to provide for events ticketing;
- to provide the control of access of spectators and vehicles at events;
- to provide for issuing of safety certificates for planned or existing stadiums or venues;

- to provide for contents of safety certificates and amendments to safety certificates;
- to provide for the deployment of security services;
- to provide for spectator exclusion notices;
- to provide for prohibition notices;
- to provide for the establishment of an Appeal Board and for appeals;
- to provide for public liability insurance for events;
- to provide for payment of fees;
- to provide for offences and penalties; and
- to provide for matters connected therewith (South Africa, 2010:2).

The Safety and Sports and Events Act, Act No. 2 of 2010, obliges the SAPS to change its involvement in the management of sports events. Previously the Local Government was held accountable for any event in its respective area. This new Safety and Sports and Events Act, Act No. 2 of 2010, indicates that the SAPS will be held responsible for determining to do a risk assessment of the event and planning must be done according to the risk assessment.

Institutional capacity is required to be able to secure safety and security at these events. The development of institutional capacity will now become more important as a function in the SAPS. Organisational structures must thus be put in place to empower Police officials right from National Head office to the lowest level in terms of DRR. (The role and importance of organisational theory was discussed in Chapter Two, as well as the important role of management and structures.)

The National Integrated Disaster Management Strategy for the SAPS will be changed to accommodate the Safety and Sports and Recreational Events Act, Act 2 of 2010, and institutional capacity for disaster management must be addressed as a matter of high importance.

3.3.6 The National Integrated Disaster Management Strategy for the SAPS

The absence of institutional capacity can be detrimental to disaster risk management in the SAPS and the ability to achieve its goals and objectives as set out in Chapter 11,

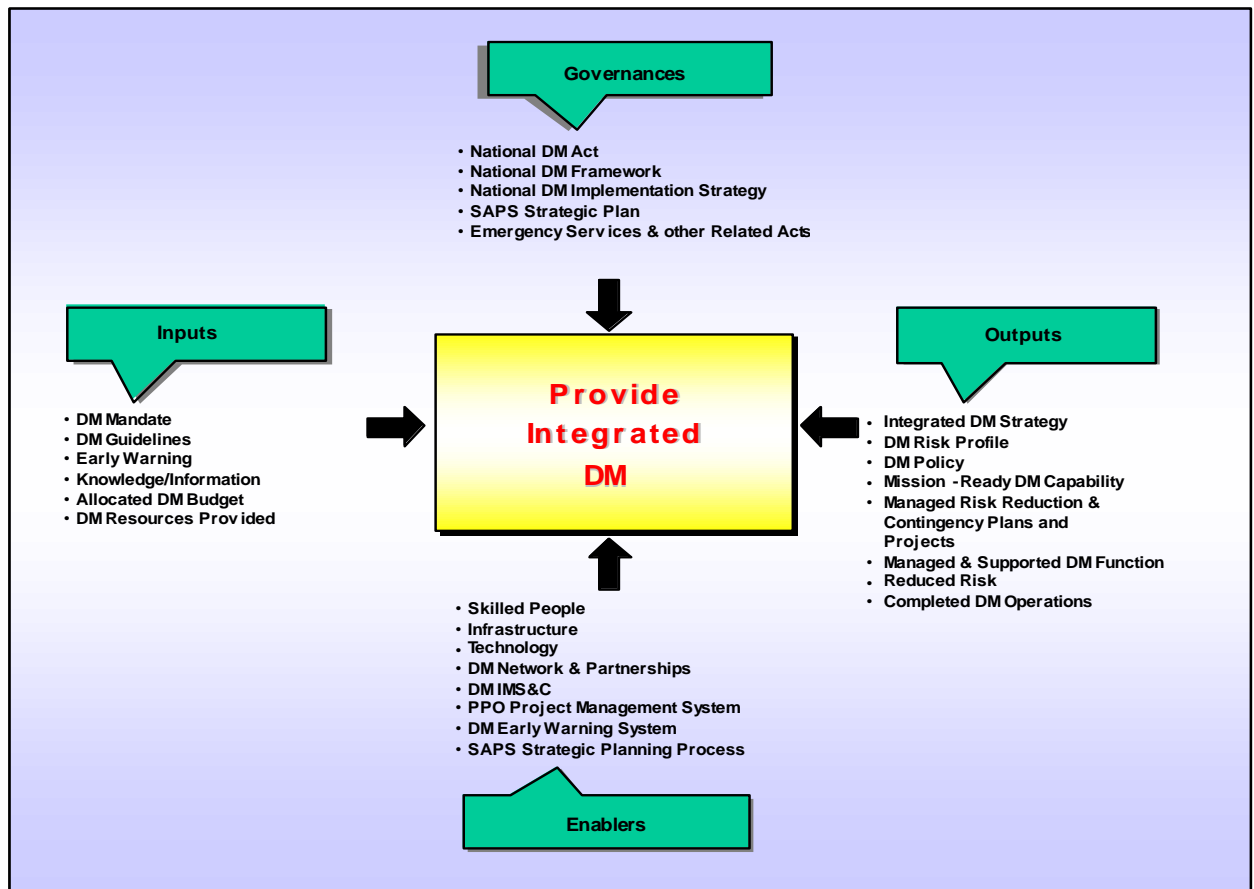
section 205(3) of the Constitution of the Republic of South Africa (South Africa, 1996:115). Institutional capacity in the SAPS will only be achieved when the importance of DRR is fully acknowledged by management. DRR in South Africa, however, does not function in a vacuum. Certain international strategies as reviewed previously have greatly shaped our current proactive focus on issues of disaster risk.

The vision of the SAPS is to 'create a safe and secure environment' for all people of South Africa. This stresses the importance of Disaster Management. This Disaster Management role, through its integrative approach, fully supports the mission of the SAPS, namely to:

- Prevent anything that may threaten the safety and security of any community.
- Investigate any crimes that threaten the safety and security of any community.
- Ensure criminals are brought to justice.
- Participate in efforts to address the root causes of crime.

It is crucial for the SAPS's Integrated Disaster Management Strategy to optimise the current capacity already established by the SAPS for Disaster Management on the national, provincial and local levels. The SAPS can only achieve success if it takes an integrated approach to the development of institutional capacity. This approach can give the SAPS access to additional human resource, funds and equipment. In Figure 3.5 the proposed integrated disaster management process of the SAPS is schematically explained.

Figure 3.4: Integrated Disaster Management process within the SAPS



Source: Adapted from National Integrated Disaster Management Strategy for the SAPS, 2007: Section 4:2.

The South African Government consists out of different department who must deliver different services to a diverse community at large. The diversity of the South African community is noticeable on the political, economical, social and environmental environment. Out of the viewpoint of managing emergencies or disasters effectively an integrated approach must be followed.

The sole purpose of the DMA, NDMF is to integrate all relevant role-players roles and responsibilities (pro-active, re-active) into one effective and purposeful manner to address an emergency or disaster. The South African Police Service integrate approach must take into consideration all role-players roles and responsibilities in the development of operational, contingency plans. Figure 3.5 give guidance to what is expected from a integrated DM process.

The SAPS with an integrated approach can achieve excellence in disaster management. A multi-disciplinary approach can give the SAPS a competitive advantage in the service rendered to the public.

From the above diagram it becomes clear that the SAPS places a premium on the need for institutional capacity to ensure an integrated approach.

3.4 CONCLUSION

Any governmental department, organisation or institution must have a legislated mandate which guides its operations. A mandate will determine the role and responsibilities within any organisation and will also be governed by other legislation. In terms of disaster management, this chapter has provided the reader with a number of various policies and legislation which have a direct bearing on the disaster management institutional capacity in the SAPS. The argument was made that the SAPS cannot function in isolation, nor carry the full responsibility for disaster risk management. The chapter alluded to the various legal documents which suggest a direct role for the SAPS in disaster risk management related aspects. It was also found that the SAPS already has developed a disaster management policy which aims to spell out its role within the multi-disciplinary field of disaster risk management. However, a new change in legislation means a refocus of the duties of various government departments. The newly promulgated Safety and Sports and Recreational Events Act is an example of how the role of the SAPS is increasingly changing in terms of disaster risk management application.

In the following chapter the empirical research of this thesis is discussed. An explanation of the methodology will be provided, followed by the analysis and findings of the research. Chapter Four will bring together the various aspects discussed in Chapters One to Three, and through triangulation the needed institutional capacity of the SAPS in terms of disaster risk management in the Dr Kenneth Kaunda District Municipality will be argued.

CHAPTER 4

FIELD STUDY AND FINDINGS

4.1 INTRODUCTION

The main objective of this study was explained in Chapter One, as well as the processes used to achieve the set goals. Chapter Two utilised a literature study to explore the options available to the SAPS to develop institutional capacity. Chapter Three concentrated on the legislation with which the SAPS must comply to perform its roles and responsibilities to the SA public. The preceding chapters laid the foundation for the empirical investigation that is described in this chapter.

In the previous two chapters a comprehensive review was conducted of the literature, statutes and policies relevant to this research and from that review key theoretical characteristics emerged which provide a substantial basis for comparison with the data collected through conversations, interviews and observations. This research aimed to collect first-hand information from police officials who are daily at the frontline, dealing with disaster risk management issues. Their experience and views on what is actually happening at the frontline will be used to determine if the SAPS is achieving its goal. In investigating the phenomenon, a qualitative research design was adopted, because a qualitative research dimension allowed the researcher to apply certain research techniques best suited to the phenomenon under investigation. The best method to be used to collect information for this research was to make use of semi-structured interviews.

The first section of this chapter will focus on the research conducted in the field and the process followed to gather the data, to analyse and sort the information, and then to identify the emerging core concepts which influence its application in the SAPS. This chapter will also deal with the adopted data collection processes in order to extract data. It will further explain how the data were analysed and why the analysis can be seen as being valid, reliable and trustworthy. The last part of the chapter will focus on the findings of the research as emanating from the analysed data.

4.2 METHODOLOGY

The nature of this study necessitated that the researcher use a qualitative research design. Qualitative research can be viewed as interdisciplinary, multi-paradigmatic and multi-method in nature (Denzin & Lincoln, 1994). The qualitative design led the researcher firstly into an intensive literature study which formed the foundation for the triangulation of data. In doing so, the validity and reliability of the study were enhanced. By utilising this design, the researcher was able to acquire different perspectives from practitioners relating to the research problem at hand (Van Schalkwyk, 2000:38). The researcher determined that the Station Commanders would be the focus point of this research because they have first-hand knowledge about the strength, weaknesses, opportunities and threats of the SAPS and its community. The SWOT analysis can be used to compare the opportunities and threats with the strengths and weaknesses of an organisation (Pearce & Robinson, 2000:203). The Station Commanders daily face difficult situations and it was important to observe the manner in which they approach them. Qualitative research taps into human tendencies where attitudes and perceptions are developed through interaction with other people. Qualitative research is important in this matter because the researcher could concentrate during the interviews on specific overlapping matters. Qualitative research concentrates on words and observations to express reality and attempts to describe people in their natural situation (Van Schalkwyk, 2000:39). Secondly, the semi-structured interviews were used in order to collect further data on the phenomenon under investigation. The semi-structured interviews were also used so that the respondents could clearly explain their views on the matter at hand. The data were subsequently grouped and analysed according to accepted scientific practices.

4.2.1 Methods of data collection

The qualitative nature of this research necessitated the researcher to use semi-structured interviews (face-to-face and telephonically) in order to explore, define and obtain the data relevant to the research. Neumann (2004, 394-395) states that an informant is an individual with relevant, preferably current, field experience who researchers consult in order to obtain information about the research field. Semi-structured interviews were conducted because this research is concerned with the

subjective assessments of SAPS commanders and how they see institutional capacity in DRR.

4.2.2 Semi-structured interviews defined

The aim of the interviews was to obtain comparative information pertaining to the functions and institutionalisation of DRM and institutional capacity. The qualitative nature of this research necessitated that the researcher use semi-structured interviews because of the complexity of the role and responsibility of the SAPS in DRM in the DR KKDM. For this type of interview the series of questions to be asked are also prepared beforehand, but the interviewer is permitted to use his/her own discretion and to adapt or to depart from the set questions as well as changing their order of presentation as the situation demands (Behr, 1983:152).

Predetermined questions were posted to each participant in a systematic and consistent manner but participants were also given the opportunity to discuss issues beyond the confines of the questions (Berg, 1995). Twelve questions were formulated by the researcher and used during the interviews (see Annexure A).

4.2.3 Method of respondent selection

The situation the SAPS faces is unique and the Station Commanders (as explained in Chapter One) are specialists in their respective fields and they work daily in disaster risk reduction related areas.

Six Station Commanders in the DR KKDM were identified and selected because they were daily on the frontline of SAPS' activities and could give the best account of progress made by the SAPS in terms of disaster risk management (see Table 4.1 on respondents' years of experience in the SAPS). The Station Commanders were knowledgeable about the SAPS shortcomings because of their years of service (between 22-32 years). All the respondents had a long history within their communities, and were already forming part of structures in the respective communities. The respondents had adequate knowledge of the SAPS and could therefore make a meaningful contribution to the study.

Table 4.1: Information on respondents

Respondent	1	2	3	4	5	6
Position and years of experience	M Y(32)	M Y(28)	M Y(26)	M Y(22)	M Y(30)	M Y(25)
Post level	S/C	S/C	S/C	S/C	S/C	S/C

- M - Managerial Position
- Y - Actual service in SAPS
- S/C - Station Commander

From the above it is clear that all of the respondents together had 163 years' worth of experience in the SAPS. This was therefore also a good indication of the reliability of the data obtained.

4.2.4 Process followed for the semi-structured interviews

The main aim of the interviews was to determine the level of expertise and knowledge about DRM of the Station Commanders in the DR KKDM. All the interviews were recorded (with the consent of all involved) for transcribing purposes. Some ground rules were explained to the respondents before a semi-structured interview commenced. The introduction to each interview ensured that respondents were made aware of their voluntary participation and none would be prevented from discontinuing their participation in the interview at any given time. Confidentiality of each respondent was guaranteed. Interviews were conducted in a safe environment adhering to safety conditions, policies and legislation. Participation was entirely voluntary and respondents were free to retain their anonymity if they so preferred.

The semi-structured interviews commenced with a brief introduction of the respondents and their functions within DRM and institutional capacity within the SAPS. A questionnaire with open-ended questions was used because the concepts of disaster risk management and risk reduction are fairly new to the SAPS. The aims of the open-

ended questions were to determine the level of knowledge the interviewer had about disaster risk management and risk reduction concepts. Specific questions were asked in order to stimulate ideas and to test the respondent's knowledge of DRM. Questions were carefully structured based on key elements derived from the empirical study linked to the literature review and previous research conducted. Open-ended questions were also used so as not to restrict each respondent's answers because of the complexity of DRR in the SAPS. The discussions were facilitated by the researcher in order to gain better knowledge of certain aspects or to obtain more data that would ultimately address the research question and problem as identified.

4.3 VALIDITY, RELIABILITY AND TRUSTWORTHINESS

One of the most challenging aspects when undertaking qualitative research is for the researcher to remain unbiased and not to pre-empt the findings with any preconceived ideas. The researcher conducting this research is also an Officer in the SAPS, and this might have caused him to be biased in his findings. This could have had a negative influence on the outcomes of the research. On the other hand, it could also have positive outcomes because the researcher has an intricate knowledge of the SAPS, disaster risk management in the SAPS, as well as the DR KKDM geographical area. In an interview the respondents could react to the questions put to them, as well as elaborating on their views about what changes must be made to better the problems experienced on their level.

Interpretative validity was obtained by asking participants to comment on the interpretation of the researcher after the interviews were completed. Triangulation was employed to verify findings from independent measures. A comparison of documents (as described in Chapters Two and Three) and the interview data assisted in determining whether or not perspectives revealed by various Station Commanders were being contradicted.

4.4 DATA ANALYSIS AND FINDINGS

Thematic content analysis is a coherent way of organising the research data in relation to the specific research question (Burman, 1994). A thematic analysis was conducted by

reading all the interviews and identifying important topics, which then became the potential categories. The data were analysed according to the eight steps outlined by Tesch (1990, 142-145). These eight steps are:

- Thorough reading through and making notes of all transcribed material.
- Consideration of the substance of interviews conducted, looking for the underlying meaning.
- Compiling a list of all topics that came to the fore in the research.
- Clustering these topics.
- By using a clustered list, once again consider the data. Code the topics and correlate coding with data.
- Elaborate on the topics with the aim of turning them into certain categories and determining interrelationships.
- Make a final decision on the coding of the categories and alphabetise the list.
- If necessary, record existing data.

The section to follow will utilise the above steps in order to provide an in-depth analysis of the data obtained.

4.4.1 Transcribe notes and find underlying meaning and categories identified by the study

The questions developed for the interviews were used to test the views of the respondents on DM, DRR and institutional capacity. The researcher made use of twelve questions to tap into the respondents' wealth of knowledge. The questions were developed from the viewpoint of the strategic goals to be achieved by the SAPS in disaster management. The interviews yielded different responses from the respondents and new information came to the forefront. Steps 1-3 of the Tesch (1990, 142-145) data analysis processes were used to capture the data of the six interviews. The transcribed interviews were thoroughly read through and notes were made. Consideration was given to the substance of the interviews conducted, looking for the underlying meaning. All data were listed and grouped together under the different topics (emergent topics) which came to the fore. The topics were clustered according to functionality in the SAPS. The

topics were differently colour-coded according to the clusters. The topics were thus clustered into different categories as indicated in Steps 4/5 of Tesch (1990, 142-145).

The data were once again considered and coded by the topics and correlated with the data collected from the interviews. Elaboration according to Tesch steps 6 and 7 was carried out and the topics were turned into categories. The topics identified by the researcher were spread over different functions of the SAPS internally as well as externally. See Table 5.1 for the data analysis and findings of interviews and processes followed.

Table 5.1: Data analysis and findings of interviews

EMERGING TOPICS	CATEGORIES/CLUSTERS
<ul style="list-style-type: none"> • Legality • Integrated DM • Strategy for SAPS • Strategic plan • Institutional Capacity • DM role- players • Strategic goals/ direction/ management control • SAPS support role • Project Management • Training education and awareness • Boundaries, local and provincial cluster borders and mandates • Standards and uniformity in the SAPS • SAPS' role in response and reaction time • Resources and resource allocations • Command and control • Standing operating procedures 	<p>1. CONCEPT: LACK OF KNOWLEDGE ON DISASTER RISK REDUCTION</p> <ul style="list-style-type: none"> • Legislation • Policies • Terminology • Statutory and regulatory • DMA,NDMF
	<p>2. CONCEPT: INADEQUATE INSTITUTIONAL ARRANGEMENTS (ALL LEVELS)</p> <ul style="list-style-type: none"> • Integrated DM • Strategy for SAPS • Strategic plan • Institutional Capacity • Project Management • Strategic Goals • Infrastructure • Structure of SAPS
	<p>3. CONCEPT: RESPONSE ROLE OF SAPS</p> <ul style="list-style-type: none"> • DM role-players • SAPS' support role

<ul style="list-style-type: none"> • Infrastructure • Multi-disciplinary and integrated approach • Inadequate institutional arrangement • Structure of SAPS • Leadership • Define roles • Line function • Policies • Role-players • Responsibility • Different information systems between role-players • Terminology • Statutory and regulatory • No correspondence available on DM in SAPS • DMA,NDMF 	<ul style="list-style-type: none"> • SAPS' role in response and reaction time
	<p>4. CONCEPT: RESOURCES AND RESOURCE ALLOCATIONS (BUDGET, EQUIPMENT AND HUMAN RESOURCES)</p> <ul style="list-style-type: none"> • Resources and resource allocations
	<p>5. CONCEPT: PROBLEMATIC COMMUNICATION (INTERNAL AND EXTERNAL)</p> <ul style="list-style-type: none"> • Different information systems between role-players • No correspondence available on DM in SAPS
	<p>6. CONCEPT: EMERGENCY RESPONSE TRAINING (FOR SAPS)</p> <ul style="list-style-type: none"> • Line function • Responsibility
	<p>7. CONCEPT: REACTIVE FOCUS ON DISASTER RISK MANAGEMENT ISSUES</p> <ul style="list-style-type: none"> • Define roles
	<p>8. CONCEPT: DIFFERENT GEOGRAPHICAL AREAS OF RESPONSIBILITY (SAPS VS LOCAL GOVERNMENT)</p> <ul style="list-style-type: none"> • Boundaries, local and provincial cluster borders and mandates

	<p>9. CONCEPT: STANDARDS AND UNIFORMITY FOR SAPS DISASTER RISK MANAGEMENT</p> <ul style="list-style-type: none"> • Standard and uniformity in the SAPS • Multi-disciplinary and integrated approach
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	<ul style="list-style-type: none"> • Command and control • Standing operating procedures
	<p>10. CONCEPT: STATUS OF DISASTER RISK MANAGEMENT IN SAPS</p> <ul style="list-style-type: none"> • Infrastructure • Leadership • Role-players • Inadequate institutional arrangement
	<p>11. CONCEPT: DISASTER RISK MANAGEMENT TRAINING NEEDS OF SAPS</p> <ul style="list-style-type: none"> • Training education and awareness

1. LACK OF KNOWLEDGE ON DISASTER RISK REDUCTION

2. INADEQUATE INSTITUTIONAL ARRANGEMENTS (ALL LEVELS)

3. RESPONSE ROLE OF SAPS

4. RESOURCES AND RESOURCE ALLOCATIONS (BUDGET, EQUIPMENT AND HUMAN RESOURCES)

5. PROBLEMATIC COMMUNICATION (INTERNAL AND EXTERNAL)

6. EMERGENCY RESPONSE TRAINING (FOR SAPS)

7. REACTIVE FOCUS ON DISASTER RISK MANAGEMENT ISSUES

8. DIFFERENT GEOGRAPHICAL AREAS OF RESPONSIBILITY (SAPS VS LOCAL GOVERNMENT)

9. STANDARDS AND UNIFORMITY FOR SAPS DISASTER RISK MANAGEMENT

10. STATUS OF DISASTER RISK MANAGEMENT IN SAPS

11. DISASTER RISK MANAGEMENT TRAINING NEEDS OF SAPS

Each of these categories will be explained in detail to indicate how such a category evolved from the data and why this category is important and relevant to the research problem under investigation.

4.4.1.1 Lack of knowledge on disaster management, disaster risk reduction

The respondents were requested to name any disasters they were involved in during their SAPS career. The answers indicated clearly that they do not know the terminology as well as any legislation concerning DM, DRR. See Chapter Three where statutory and regulatory provisions for DM are explored.

Here are some of their responses:

- *“Disaster is any emergency that occurs in a SAPS area”. “I did not know that there is legislation applicable on disasters”.*
- *“Disasters is not my problem, it is the problem of Local Government departments”.*
- *” I do not know about DRR”.*
- *“I don’t know about any policies or guidelines for available on DM, DRR”.*
- *“What entails DM resources?”*

It is a clear indication that the DM concept has not been fully grasped by them. The lack of knowledge concerning DM, DMA, and DRR can be attributed to the fact that the SAPS is concentrating only on its main function and does not give attention to DM or DRR. The situation can only be improved if the SAPS takes up DM and DRR in its existing structures, and develops guidelines and policies according to the DMA and NDMF.

4.4.1.2 Inadequate institutional arrangements

The strategic intent of the SAPS is to institutionalise integrated and uniform DM in the SAPS as part and parcel of its strategic plan. The key focus is on serving the community and the creation of a safe and secure environment; this will only be achieved if the

SAPS adjusts its strategic plan to address DM and DRR. The development of a strategic plan, strategy and goals will establish structures at the different levels in the SAPS.

Here are some of the responses:

- *“I don’t know what structure is available in the SAPS”. “DM, DRR is only a national, provincial competency in the SAPS”.*
- *“I am Station Commander of a Police Station and there are no DM structures, post available at my Police Station”.*

The inadequacy of the SAPS in DM and DRR starts with the fact that there are no structures, official guidelines, and policies available. Although the DMA and the NDMF are available there are no official structures, guidelines or policies in place to be followed by the SAPS in the front line. The Strategic Plan of the SAPS is already in existence. Feasibility studies can be conducted in the SAPS and adjustments can be made to incorporate DM, DMA and NDMF. See Chapter Two where the literature on organisation, theories, and organisation theories was explored.

4.4.1.3 Response role of SAPS

The SAPS will be primarily responsible for safety and security related disaster situations. The SAPS has the responsibility of creating a safe and secure environment for all people of SA, inclusive of an integrated disaster management approach.

Here are some of the responses:

- *“I want to do my work better but I do not know what our role and responsibility pertains in a disaster situation”.*
- *“If I know my role and responsibility I can be of more assistance in a disaster”.*

An important aspect which came to the forefront during the discussion of this point is that the respondents indicated that they and their members are, in most of these situations, the first governmental department to respond to an emergency or disaster

situation The SAPS members dispatched to the situation can only assist with a situation for which they have received training and are allowed by legislation to handle. Structure will follow strategy. There is a need for structure in the SAPS for DM and DRR. If structures are in place all the officers and members will automatically know their role and responsibility in the SAPS. See Chapter Two for the literature study concerning strategic plans and strategies.

4.4.1.4 Resources and resource allocations

The SAPS is one of the first respondents to a situation. The members on the scene in most of the cases have not been trained for DM and also do not have the necessary equipment and resources available. Station Commanders also indicated that Governmental departments responsible for DM and DRR in some Police areas do not even exist and this puts more strain on the existing SAPS manpower and resources.

Here are some of their responses:

- *“I know that the resource and resource allocation in the SAPS is not up to standard”. “In my policing area I do not have resources to manage a disaster”.*
- *“In my policing area there are no DM appointed at the Local Government and no resources for a disaster are available”.*

Other Governmental departments do not have the necessary infrastructure like the SAPS to receive information on the occurrence of a situation. Such a situation could be prevented if the different Governmental departments did a collective risk assessment as indicated in the DMA, DRR process. This process would determine what resources are available for the determined risk in a specific area. Governmental departments must work together in DRR initiatives to safeguard a community. In the DR KKDM there is an advisory forum as required by the DMA. The forum is used to lay complaints about poor service delivery by the different fire and emergency services. The forum should also be used for DRR purposes. There are three SAPS Clusters in the DR KKDM. See Figure 1.1. These SAPS Clusters represent different SAPS Police Stations in Local Government/ Municipalities which face the same threats. Equipment assessment must

be done to identify the actual equipment available/needs in line with the identified risk assessment. SAPS officers and members will only know the resources they need if they know what their role and responsibility will entail. See Chapter One for the problem statement and research objectives.

4.4.1.5 Problematic communication

Organisations always experience problems with communication internally as well as externally. Communication is one of the most important key supporting mechanisms for DM and DRR. The SAPS communication system intends to raise awareness about disaster risk as well as promoting the understanding of DM. Problems are, however, experienced in the internal environment with communication such as a lack of uniformity on DM policies, procedures and implementation in the SAPS.

Here are some of the responses:

- *“I do not know of any correspondence received from SAPS National, Provincial offices”.*
- *“There is no communication between the SAPS and Disaster Manager at local level”.*
- *“The Local Government information systems are more advanced as the SAPS”.*

Problems experienced in the external environment of DM in the SAPS which will have an influence on the SAPS, include a lack of political understanding of the DM function and requirements, a lack of economic management which leads to infrastructural capacity shortages, and social lacks like poverty and poor education which all lead to a lack of awareness and understanding of DM functions.

4.4.1.6 Emergency response training

Emergency response is a daily event to officers and members of the SAPS. SAPS officers and members are trained in their primary functions. DM and the DMA are a secondary function to officers and members of the SAPS.

Here are some of the responses:

- *“I need training in emergency response, because I arrive in most of the incidents first on a scene”.*
- *“I attended a complaint of a house that was burning, people were captured inside the burning house, and I could not help them”.*

The different Government departments have different roles and responsibilities in an emergency. An emergency or disaster can occur at any time. SAPS and emergency services must develop strategies and train together (in a multi-disciplinary way) to manage such occurrences efficiently and effectively.

4.4.1.7 Reactive focus on disaster risk management issues

The SAPS approach towards DM is re-active. The SAPS is called out to an emergency situation and on a scene they can only do what they are trained to do. Pro-active approaches for DM and DRR must also be developed and incorporated into the DM strategies of the Local Government. The SAPS approach to an emergency situation is re-active because something has already occurred. SAPS officers and members do, however, make use of pro-active approaches in Crime Prevention.

Here are some of the responses:

- *“Disaster risk management make now more sense, it is like crime prevention”.*
- *“Preparations for an emergency situation are very important for my community because flooding occurs seasonally in my Police area”.*
- *“I thought the SAPS are only there to react when something already happened”.*

If the South African Police Service wants to become effective and efficient in its approach to DM and DRR it must increase its efforts regarding pro-active approaches to DM and DRR. This will automatically assist the SAPS in building its capacity beyond the merely re-active approach. DRR in itself is pro-active in nature (prevention, mitigation).

4.4.1.8 Differing geographical areas of responsibility

The geographical areas of the SAPS, local municipalities and other Governmental departments differ and this causes suffering for the communities that they must protect and serve. This can become extremely problematic in a disaster situation because bureaucracy can make the flow of assistance slow. As an example it may be mentioned that one Provincial department went through four name changes as well as a change in mandate in one year, leaving great confusion among those trying to enlist its assistance.

Here are some of the responses:

- *“I gave through a complaint to a Government department and to my surprise they are no their mandate change and they is no more responsible”. **
- *“Flooding is a seasonal event in my SAPS area, Water affairs just open sluices at Vaal dam without consulting any institution and I do not have any control, although the situation is out of my control I must manage it”.*

Problems experienced with geographical areas and borders would be ironed out if the SAPS role, responsibility and structures were defined by the National Head Offices of the SAPS.

4.4.1.9 Standards and uniformity for SAPS disaster risk management

A need exists for clarified roles and responsibilities in terms of role-players and stakeholders in an integrated DM programme. There is also a need for a developmental focus and uniform community participation strategies and implementation in DM.

Here are some of the responses:

- *“I were deployed in the Eastern Cape, the SAPS there have a full fledged DM structure in place”.*

DRR cannot be done effectively and efficiently without standards and uniformity. It will be imperative for the SAPS of North West to receive the same training as the Eastern Cape because the SAPS members are not locally or Provincially bound. The Minister of Safety and Security and the National Commissioner can call up any SAPS members and deploy them where they are needed most and such officers and members must immediately fit in.

4.4.1.10 Status of disaster risk management in SAPS

The organisational approach towards a disaster will determine how successful the organisation will be in achieving its task. The term DRR is internationally recognised and used across the World for its ability to save lives. Thousands of lives have been saved by DRR initiatives. The evacuation of thousands of Japanese people before the tsunami struck recently can be mentioned as a success story resulting from DRR.

Here are some of the responses:

- *“I don’t think that the SAPS are up to standard”.*
- *“SAPS do not have a structure available for DM, DRR”.*
- *“I don’t think the SAPS will be in a position to manage a Disaster situation”.*

The development of early warning systems, training, role-classification, evacuation drills, structures and available funds can be named as some of the institutional capacities which must be developed and put in place to bring the SAPS up to the required standard.

4.4.1.11 Disaster risk management training needs of SAPS

The training of Station Commanders and their members in DRR must be seen as imperative in the light of oncoming threats of disasters. Political, social and technological influences will bring more people from rural areas to urban areas. DRR must become more and more an integrated, multi-disciplinary approach adopted in South Africa.

Here are some of their responses:

- *“I need to receive training in DM, DMA”.*
- *“Training will assist us to understand our role and responsibility better in DM, DRR”. “Training must be an integrated approach in my Police Area”.*

The Station Commander of a Police area must know the vulnerable and hazardous areas in his Policing area. Station Commanders must do risk assessments in conjunction with their local Government and other role-players to prepare themselves for possible disaster situations. If a Station Commander does not know his strengths/weaknesses/opportunities/threats he will not be in a position to manage a disaster situation

4.5 CONCLUSION

Chapter Four has presented the field work and findings by the researcher made during his research on the subject at hand. It provides an explanation of the methodology applied to collect the data which was followed by a detailed analysis of the data. Data accumulated from the research were categorised into topics. The analysis of the data brought key concepts inherent in the development of DRM and institutional capacity in the SAPS to the fore. Eleven inherent concepts were identified by the researcher to be addressed by the SAPS to achieve efficiency and effectiveness. The eleven concepts identified in Chapter Four can be linked directly to Chapter One (research objectives and problem statement) concerning the absence of institutional capacity in the SAPS.

In the following chapter recommendations will be made to assist the SAPS in achieving its goals according to the DRM, DM, DRR and institutional capacity in the DR KKDM.

CHAPTER 5

RECOMMENDATIONS AND CONCLUSION

5.1 RECOMMENDATIONS

In Chapters Two and Three the indications are clear that the SAPS is a main role-player in DRM. From Chapter Four it is clear that the SAPS does not fully fulfil its obligation to the people of South Africa in terms of DRM as required in the Constitution of the Republic of South Africa and other legislation.

To become a main role-player the SAPS must possess certain forms of institutional capacity because these are very important in the delivering of a service to society. Effectiveness and efficiency in the SAPS can only be achieved if special attention is given to institutional capacity in DRM. Institutional capacity as indicated in the DMA and NDMF includes internal as well as external capacity in a changing environment. Institutional capacity includes different functions which must be put in place to be successful in achieving an organisation's goals and objectives.

Further explicit guidance for each level of response is necessary to define the scope of authority, communication and reporting lines. The Strategic Plan for the SAPS must also be updated to bring the decisions made by the Minister and National Commissioner on DRM into line with the focus areas of the SAPS. The development of structures according to the needs analysis accepted by the Minister of Safety and Security and the National Commissioner of the SAPS as indicated in the SAPS Strategic Plan is necessary (see Chapter Two).

It will be imperative to bring the SAPS Act and the DMA and NDMF in line with each other to give adherence to the Constitution of the Republic of South Africa. Chapters Two and Three of this mini-dissertation laid the literature foundation for what is expected of the SAPS. In Chapter Four eleven categories were identified. The eleven categories emerged by applying Tesch's (1990, 142-145) process of data analysis. Chapter Four contains a comparison of what is expected of the SAPS in statutory and regulatory terms (Chapters Two and Three) with what is actually happening on the ground in the

SAPS (Chapter Four). Chapter Five now aims to narrow the gap by making recommendations to improve the SAPS' institutional capacity and to bring the SAPS into line with existing legislation and international standards. The recommendations to follow in this chapter will be made in line with the operational strategies of the SAPS and findings of the research as they relate to the operations of the SAPS within the DR KKDM.

From the research the following recommendations can thus be made:

Recommendation 1: Enhance knowledge management on disaster risk management and disaster risk reduction

It is clear that the DRM concept is not fully grasped by members in the SAPS. Training and education must be seen as an on-going process in the SAPS. The SAPS must establish research systems and programme competencies that concentrate on the role of the SAPS in DRM as well as new technology and methods developed to be implemented in the SAPS according to the National Policy of the SAPS.

Station Commanders and their members must receive training in DRM in order to function optimally in the multi-sectoral DRM environment. This will also assist the SAPS in reading the warning signs in a community before a disaster strikes. The Station Commander of a Police area must know the vulnerable, hazardous areas in his Policing area. Station Commanders must be trained to do risk assessments in conjunction with their local Government and other role-players to prepare themselves for possible disaster situations, but foremost to contribute to disaster risk reduction. Officers and members must be sensitised about vulnerability areas as well as possible prevalent hazards in their areas of responsibility. The SAPS in its approach to an integrated management process within the SAPS (see Fig 3.5) has certain functions and approaches to develop in order to broaden the vision and scope of DM in the SAPS. The vision and scope can only be broadened by the creation of awareness systems and programmes. Awareness campaigns and in-service training can be used in the SAPS to promote the functions and elements of the DMA and NDMF in the SAPS.

Recommendation 2: Implement appropriate institutional arrangements

Inadequacy of the SAPS in DM and DRR starts with the fact that there are no structures, official guidelines or decentralised policies available. Although the DMA and NDMF are available, there are no official structures, guidelines or policies in place to be followed by the SAPS on the front line. The National Head Office must first conduct a feasibility study in the SAPS to assess the feasibility of DRM, the DMA and NDMF. The feasibility study will indicate what the role of the SAPS will entail in DRM at Police Station level.. Structures, policies, human resources and equipment will thus be allocated properly. Once institutional capacity, strategic direction and management are in place at national level within the SAPS, the rest of the provinces will be brought into line. The nine provinces can make use of the institutional integrated application of risk reduction planning and best practice in DRM methodology.

The SAPS provinces, clusters and station levels must establish risk assessment and reduction in their respective responsible areas in conjunction of other role-players (e.g. the disaster risk management centres at local level). Operational plans and contingency plans for the SAPS must be developed, implemented, monitored and controlled in risk reduction programmes. These must be correlated with any existing contingency plans which might have been developed by respective disaster risk management structures. It is also imperative that all Police clusters become actively involved in their respective disaster risk management advisory forums (as is currently the case within the DR KKDM).

Recommendation 3: Define and practise the response role of SAPS

The SAPS has the responsibility of creating a safe and secure environment for all people of South Africa, inclusive of an integrated disaster management approach. The SAPS will be primarily responsible for safety and security related disaster situations. The SAPS members dispatched to a situation can only assist with a situation for which they have received training and are allowed by legislation to intervene in. The importance of a multi-disciplinary and integrated approach to disaster response must be inculcated in the SAPS. Training exercises with other Governmental departments will assist the SAPS

to determine its particular function in a disaster situation. Training exercises will build trust and confidence between the different role-players and will also strengthen working relations between the different entities and prevent infighting.

Recommendation 4: Collectively address resources and resource allocations

The SAPS is one of the first respondents to a situation (incident or disaster). The members on the scene are not in most of the cases trained in disaster response and also do not have the necessary equipment or resources available. Station Commanders also indicated that Governmental departments which are responsible for DRM do not exist in some Police areas and this puts more strain on existing SAPS' human and other resources. This situation can be prevented if the different Governmental departments do a collective risk assessment as indicated in the DMA and DRR process. This process will determine what resources are available for the identified risk in a specific area. Governmental departments must work together to determine initiatives to safeguard a community. Equipment assessment must be done to identify the actual equipment available/needs in line with the identified risk assessment. The DR KKDM Disaster Risk Management Advisory Forum can play a very important role in establishing a DRM equipment inventory.

Recommendation 5: Address problematic communication between all disaster risk management role-players

Organisations always experience problems with communication internally as well as externally. Communication is one of the most important key supporting mechanisms in DRM. The SAPS already has a fully fledged communication structure in place which is daily in communication with the public. This research suggests that the appropriate disaster risk management structures at municipal level must address the need for a uniform communication system (in accordance with the requirements of the DMA and NDMF). The infrastructure of the SAPS must form an integral part of such a DRM communication and information system. Furthermore, the Community Police Forums which consist of members of the community can also be utilised by the appropriate DRM structures to communicate issues of disaster risk to the wide community.

Recommendation 6: Address reactive focus on disaster risk management issues

The SAPS' approach towards DRM is re-active. The SAPS is called out to an emergency situation and at any scene they can only do what they are trained for. Pro-active approaches for DRM must also be developed and incorporated into the DRM strategies of the SAPS. If the SAPS wants to become effective and efficient in its approach to DRM it must increase its efforts to adopt pro-active approaches toward DRM. One of the SAPS strategies is to prevent crime. The pro-active approach can easily be adapted by the SAPS. The SAPS can contribute to the safeguarding of a community as well as developing early warning systems because they are daily on the front line and know the hazards.

Recommendation 7: Align the differing geographical areas of responsibility

The SAPS, municipalities and other governmental departments' geographical areas differ. This research found that such differing borders hinder effective and efficient DRM. The research thus recommends that the political administrative borders of South Africa be standardised across all Government departments.

Recommendation 8: Enhance the status of disaster risk management in the SAPS

The implementation of DRM will only improve in the SAPS if attitudes can be changed. National management of the SAPS must realise the importance of DRM and DRR. Changes must be made to the Strategic Plan of the SAPS to make the ideals of the DMA and NDMF a fully fledged aim and objective of the SAPS. In this way institutional capacities will be developed and put into place to bring the SAPS up to standard with the other Governmental departments in terms of DRM.

5.2 CONCLUSION

The problem statement indicated that the SAPS is a main role-player in the DRM realm in South Africa. To be a main role-player the SAPS must possess certain competencies to function in an integrated, multi-disciplinary environment. Although there are DRM structures at National and Provincial levels (Police and Emergency Services), the structures do not function adequately. This research has shown that there is an urgent need for DRM and institutional capacity development in the SAPS, specifically in the DR KKDM.

The research objectives focused on the absence of institutional capacity in the SAPS to fulfil its DRM tasks. Institutional capacity consists of strategies, structures (human resources and hierarchical), plans, policies and legal guidance. Chapter Two concentrated on identifying key elements of institutional capacity for DRM in the SAPS as well as what it should entail. The research in Chapter 3 focused on the statutory and regulatory requirements for institutional capacity for DRM in the SAPS. Chapter Four concentrated on the field work and findings of this research. The current structures and shortcomings were investigated and findings were prioritised in topics and categories. Finally in this chapter the researcher elaborated on eight recommendations that must enjoy attention by the SAPS in the DR KKDM in order to address the institutional capacity of the SAPS in DRM. Ultimately by addressing all of the issues identified in this research, the SAPS will be in a position to constructively contribute towards DRM, and fulfil its legislative and Constitutional obligations.

Each respondent was asked to answer the following questions:

1. Please tell me more about your background within the SAPS?
2. What is your current position and main functions in the SAPS?
3. What is your understanding of Disaster Management?
4. Could you manage any disaster with the existing structures and equipment available to you?
5. Are you aware of the Disaster Management Act and Policy Framework?
6. Do you think the SAPS has a role to play in Disaster Management?
7. Are you at all involved in disaster management functions in the SAPS?
8. According to you do you know of any structure/s within the SAPS with a specific focus on Disaster Management?
 - a. (if yes) Do you know under which division DM resorts in the SAPS?
 - i. To your knowledge do you think the DM structure is functioning adequately?
 - b. (if no) Do you think SAPS should have a formal disaster management structure?
 - c. (if yes and no) What should its role and function be?
9. Are you aware of the formal DM structures in Government?
 - a. Do you know if SAPS has representation on these formal DM structures?
10. Does the formal SAPS institutional structure impact on its role in DM?
11. Are you conversant with policies and strategies in the SAPS concerning the DMA, DM, and Institutional capacity for DM?
12. Do you think the new Safety Sports and Recreation Events Act, Act 2 of 2010, will have an influence on SAPS role in DM?

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