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Hand in Hand: Civil Society Resilience

Policy Paper on Identification of Areas of Collaboration Between Key Stakeholders in Disaster Resilience of Turkey



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1. Turkey's Disaster Risk Management Framework

Turkey has adopted an integrated disaster risk management system in 2009 and is in the process of implementing the necessary institutional and operational changes. Turkey was one of the first countries in the region to establish a civil protection system, with the first law promulgated in 1958.¹ The civil protection system has evolved out of necessity to adapt to its changing risk profile and was most recently redesigned with the establishment of AFAD, the Disaster and Emergency Management Authority, in 2009, marking the transition to an integrated disaster management system. AFAD has been leading the change towards a system covering (1) multiple hazards, (2) multiple phases, and (3) multiple target groups. In terms of hazards, the focus tends to move with emerging threats. There is now strong capacity regarding earthquake, refugees, and pandemic. And AFAD, by its own reckoning, needs to do more work regarding climatic hazards. In terms of phases, AFAD has developed in 2010 the national response plan (TAMP), which identifies the actors involved for life safety, their respective duties and the coordination mechanism. Over the years, each of 81 provinces has developed its own plan and tested it. AFAD has also completed in 2022 the risk reduction plans of 81 provinces (IRAP) but they have not yet been approved or implemented. And AFAD is in the process of developing the national recovery plan. In summary, the NDRM is strongest during a disaster (disaster management) and is building its capacity to manage the before (risk management) and aftermath (recovery). In terms of target group, the focus is on life safety and citizen. Businesses, governance structure, infrastructure, and ecosystems are not yet fully integrated.

1.1. Disaster Risk Management Framework – Response

Turkey's disaster risk management initially focuses on response. Response entails **individual safety, family reunion, basic needs and mental health services.** Within the first 72, the main focus is on individual safety. This is because uncertainty peaks during the first 72 hours following an event. Generally speaking, crises begin as soon as there is a warning or a call for help, and finish when the objectives are reached. The reference impact covers any impact on individual safety (first 1 hour), family reunion (first 6 hours) and basic needs (between 12-72 hours). The first hour should ensure survival (physical health) and functionality (mental health). The second objective - until 6 hours following the crisis - is the responsibility over the safety of family and loved ones and reunion. Third, autonomy over basic needs (e.g., security, food and water, shelter, hygiene, and clothing) should be secured between 12 and 72 hours.

1.2. Disaster Risk Management Framework – TAMP

TAMP, alone, as an official framework showcases this well. AFAD, the lead coordinating agency for response, recently introduced the national response plan (TAMP). TAMP is a legally binding document and requires adjustments in the laws and internal procedures of involved ministries, the setup of proper financial mechanism and the adequate training of staff within ministries. TAMP is the backbone of preparedness and response operations. TAMP now exists in each of the 81 provinces at local level. The transition to a presidential system in 2018, the high-turnover of decision-makers at central and local level (change in chain of command) and of civil servants (loss of

¹ Law on Civil Defense. No.:7126. Official Gazette, 13 June 1958, No. 9931 Enacted 9 June 1958.



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institutional memory) have added stress to the national DRM system. TAMP is a legally binding document and requires adjustments in the laws and internal procedures of involved ministries, the setup of proper financial mechanism and the adequate training of staff within ministries. TAMP is the backbone of preparedness and response operations. Table 1 below summarizes the core functions included in the TAMP².

<p>For preparedness, it includes capacity building (equipment, personnel, material) for effective response (at least for 72 hours), setting up service group emergency operation centers (EOC), conducting drills/tabletop exercises, and organizing trainings.</p> <p>At local level, the authorities, including the mayor, are responsible for preparing scenario-based local emergency plans, and carrying risk assessment and prevention activities for critical infrastructures.</p> <p>Legal measures (<i>Law 5018 Public Financial Management and Control</i>) allow for designated public entities to mobilize financial resources for preparedness activities.</p>
<p>For response, TAMP has a structure consistent with the Incident Command System. TAMP advocates for: (i) multi hazard approach, from small to large events, (ii) complementarity between preparedness, response and recovery, (iii) outline roles and responsibilities of all stakeholders and (iv) fast and timely mobilization of resources proportionally to event impact.</p> <p>TAMP is organized around 4 functions (operations, information & planning, logistics & maintenance, finance & administration) and 28 service groups at national level. The plan assigns one public authority, called key solution provider, to lead each service group. Each service group prepares its own plan and AFAD ensures the overall coordination of groups and leads ten service groups.</p> <p>At local level, TAMP is replaced with provincial disaster response plans, with the same distribution of roles assigned to local/regional branch of key solution providers. Except for two service groups (donations in-cash and international support & cooperation), the local plans have the same structure as TAMP.</p>

Table 1-Core Functions of TAMP

1.3. Disaster Risk Management Framework – the *Law no. 6360 on Greater Municipalities (2014)*

In 2014, the *Law no.6360 on Greater Municipalities* introduced important changes by shifting the responsibilities of peri urban areas from central authorities to municipalities. While this is a positive development, as it is aligned with principle of subsidiarity of disaster risk management, the municipalities experience difficulties with their new roles. Particularly important for forest/wildfires:

² AFAD. (2013). Turkey Disaster Response Plan (TAMP). Retrieved from <https://www.afad.gov.tr/tr/2419/Turkiye-Afet-Mudahale-Plani>



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many villages have been recategorized as urban neighborhood, for which the municipality is now responsible. The fire fighter services of municipalities do not have the adequate training or equipment for these rural/peri urban areas and most of them are struggling to provide quality services.

2. Cooperation

2.1. TAMP and Accredited Organizations

AFAD introduced an accreditation system for civil society organizations that would like to join disaster and emergency management actively. In the context of AFAD' accreditation system, interested bodies receive common trainings and exercises as to disaster and emergency management. As such, accredited members take part in search and rescue activities coordinated by AFAD when needed. Recently, 189 new members from 7 different civil society organizations have received their accreditation certificates³ as to search and rescue activities which is one of other 26 activity areas. AFAD announced that it plans to expand its accreditation plans towards all emergency services. AFAD response and risk reduction plans aim to increase the number of volunteers living in peri urban areas next to forests, provide technical training, conduct simulation exercises and drills as well.

The TAMP, although not designed for forest/wildfires, also proved to be useful in the coordination of multiple actors and indicates that over a period of 10 years it became a recognized and used operational tool at both local and national level. The fast mobilization of the civil society, through NGOs, associations, AFAD volunteers and the private sector is also a remarkable achievement of this disaster. But the increasing risk of forest/wildfires require a paradigm shift at several levels. First, there needs to be a more effective planning, based on scenarios, not only of fires but of their impact on the socio-economic systems (schools, hospital, agriculture, tourism, etc.). Second, the distribution of task for before/during/after needs to include more actors.

2.2 Legal Ground of Student Societies

The activities that student societies can perform in disasters should be based on legal grounds. The legal basis of Student Societies is the Higher Education Law No. 2547 (1981), the Regulation of Implementation on the Higher Education Institutions Medico-Social, Health, Culture and Sports Affairs Department (1984) published in the Official Gazette No. 18301 and the Universities' Student Societies Directive. In this context, the purpose of establishing Student Societies has been defined as the students' gaining social, cultural and artistic abilities and the development of students in social, cultural and artistic fields. Crises that student societies may be involved in can be grouped under two headings: (1) post-crisis intervention (eg, providing food and water for the 12th hour and later), (2) the activity area is risky (eg mountaineering club). When evaluated within this framework, student societies can gain authority on crisis and crisis management. However, it cannot be held responsible for crisis management unless it is authorized and clearly stated in the purpose of establishment. When involved in crises, it is obliged to obey the rules. In the event of a crisis (eg, a

³ AFAD. AFAD Akreditasyon Sistemi'nde 189 Üye Daha Sertifikalarına Kavuştu. Retrieved from <https://www.afad.gov.tr/afad-akreditasyon-sisteminde-189-uye-daha-sertifikalarina-kavustu> (19/05/2022).



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fatal accident due to negligence), the University, not the student body, may be held responsible because it failed to notice the negligence and is a legal entity.

2.3 Legal Ground of Associations

The activities that associations can do in disasters should be based on legal grounds. The legal basis of associations is the Associations Law No. 5253 (2004), Associations Regulation (2005) published in the Official Gazette No. 25772, and Association Statutes. The purposes of establishment of associations are stated in their statutes. Generally, the working areas specified in the statute are defined quite broadly. For example, it is stated in the TÜSİAD Regulation, Article 3: “Works to ensure a unity of thought and action in the business world in the fields of working life conditions, education, environmental protection and social security.” and in the TÜRKONFED Statute, Article 3: 18. “It organizes all kinds of scientific, social, cultural, technical meetings and trips; conducts research, examination, studies.”. In the context of the crisis, it has the right to carry out any activity that is written and related to the purpose of its establishment (e.g. scientific activities that can be linked to the crisis). The areas where associations can be involved in crises can be grouped under two headings: (1) pre-crisis information (e.g. scientific activities) and (2) post-crisis intervention (e.g., providing food and water for the 12th hour and after, and aid activities). When evaluated within this framework, associations have the authority to organize activities on crisis and crisis management. It cannot be held responsible for crisis management unless it is clearly stated in its establishment purpose. It is responsible for following the rules when involved (e.g. fundraising rules). It can be held responsible for a mistake that may occur due to negligence, as it is a legal entity.

2.4 Case Study – Disaster Platform (Afet Platformu)⁴

Events	Life	Mental	Family	Basic Needs
İzmir Earthquake	N/A	N/A	N/A	X
Van Başkale Earthquake	N/A	N/A	N/A	X
Mobility Crisis at the Edirne Border Checkpoint	N/A	N/A	N/A	X
Giresun Flood	N/A	N/A	N/A	X

⁴AFET PLATFORMU. Afetlere Müdahale. Retrieved from: <https://afetplatformu.org.tr/calismalarimiz/afetlere-mudahale/> (19/05/2022).



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3. Potential Collaboration Areas

The TAMP constitutes the basis for identification of areas of collaboration between key stakeholders. In the plan, all services that must be fulfilled during a disaster response are gathered in common areas called “Service Group” (Figure 1). Within the Service Group, each stakeholder has specific responsibilities and duties, based on the role of main solution partner or support solution partner assigned to them in the response organization which is designed at the national and local level. In this context, the service groups in which local governments are especially highlighted are presented in Table 2.

In addition to official institutions, CSOs and the Private Sector also have certain responsibilities and duties in this context. As a result of the analysis, the last column of Table 2 shows the areas where local governments have a role together with these two actors. The visualized version of the results at the local level is presented in Figure 1. The roles of these three actors constituting the target group of the project within the organization are not the Main Solution Partners but the Support Solution Partners. Among the existing 26 service groups, there are 7 groups in which local governments are included, and in 4 of them it is seen that joint working areas have been defined with the other two actors.

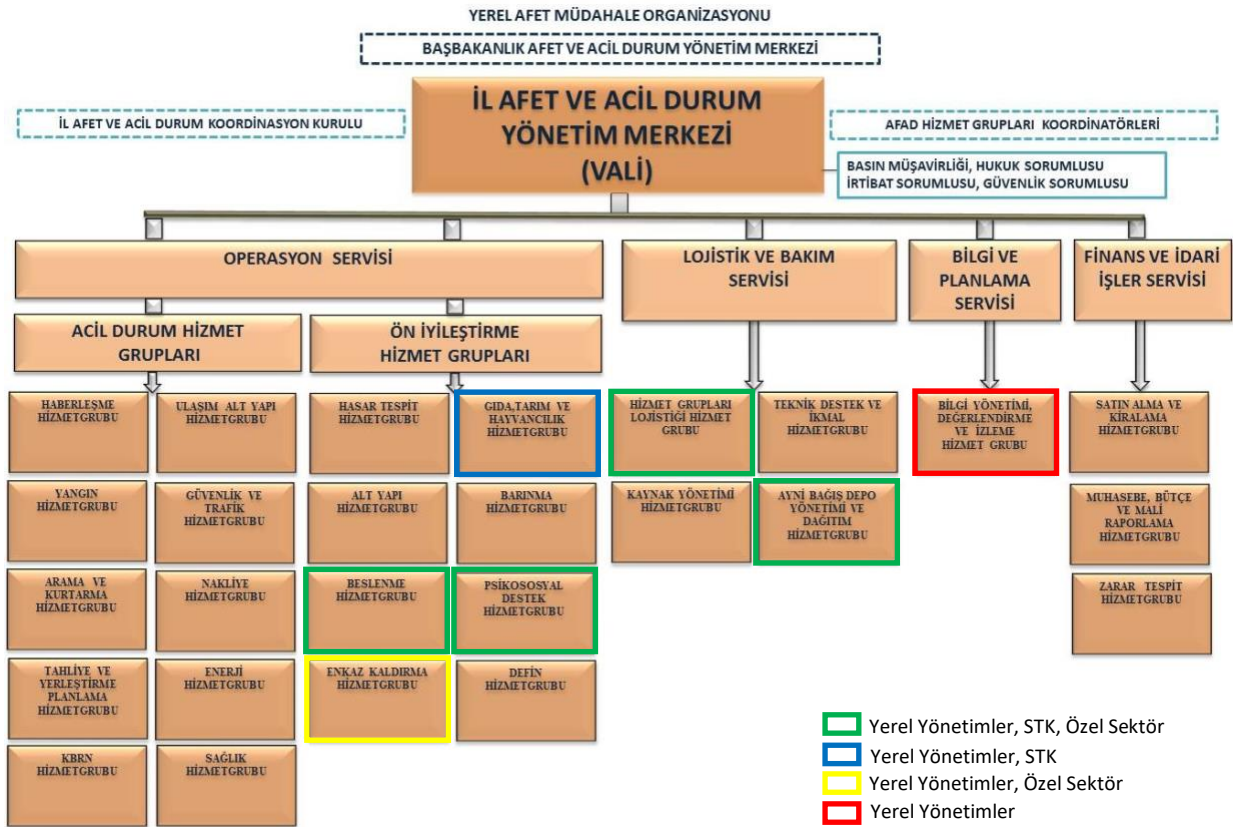


Figure 1: Target groups' role as the “support solution partner” within the local disaster response organization



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Table 2-Target Groups TAMP Responsibility Analysis

Service Group	Main Solution Partner	Support Solution Partner	Target Group
1. Service Groups of Operations Service Emergency Sub-Service			
<i>No municipal responsibility</i>			
2. Service Groups of The Operations Service Pre-Recovery Sub-Service			
Nutrition Service Group	Turkish Red Crescent	Ministry of Interior (Local Administrations), Ministry of Health, Ministry of Food, Agriculture and Livestock, Ministry of Family and Social Policies (Social Assistance and Solidarity Foundations), CSOs, Private Sector	Local Administrations, CSOs, Private Sector
Psychosocial Support Service Group	Ministry of Family and Social Policies	Presidency of Religious Affairs, Ministry of Youth and Sports, Ministry of Interior (Local Administrations), Ministry of Culture and Tourism, Ministry of National Education, Ministry of Health, Universities, Red Crescent, CSOs, Private Sector,	Local Administrations, CSOs, Private Sector
Debris Removal Service Group	Ministry of Environment and Urbanisation	Ministry of Interior (Local Administrations), Private Sector	Local Administrations, Private Sector
Food, Agriculture and Livestock Service Group	Ministry of Food, Agriculture and Livestock	Ministry of Environment and Urbanisation, Ministry of Customs and Commerce, Ministry of Interior (Local Administrations), Ministry of Health, CSOs	Local Administrations, CSOs
3. Service Groups of Information and Planning Service			
Information Management, Evaluation and Monitoring Service Group	Disaster and Emergency Management Presidency (AFAD)	Ministry of Interior (Local Administrations and Security Units), Ministry of Transportation, Maritime and Communications (TÜRSAT), Ministry of Development (Development Agencies),	Local Administrations



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		Ministry of Environment and Urbanisation, Ministry of Forestry and Water Works, TÜBİTAK, Universities	
4. Service Groups of Logistics and Maintenance Service			
Service Groups Logistics Service Group	Disaster and Emergency Management Presidency (AFAD)	Ministry of Interior (Local Administrations), CSOs, Private Sector	Local Administrations, CSOs, Private Sector
Donate in Kind Warehouse Management and Distribution Service Group	Ministry of Family and Social Policies	Ministry of Youth and Sports, Ministry of Food, Agriculture and Livestock, Ministry of Customs and Trade, Ministry of Interior (Local Administrations), Ministry of National Education, Ministry of Health, Ministry of Foreign Affairs, Red Crescent, NGO, Private Sector	Local Administrations, CSOs, Private Sector
5. Service Groups of Finance and Administrative Services			
<i>No municipal responsibility</i>			

In this context, it is seen that the common working areas are gathered in the Pre-recovery Sub-Service of the Operations Service and the Logistics and Maintenance Service (Shown with green boxes in Figure 1). The common features of these areas are that although they are of great importance and burden in the organization, they can be evaluated more flexibly in terms of the obligation to be provided as a public service compared to other service areas. For example, while the duties of the Emergency Sub-Service of the Operations Service include very technical and high-hazard field applications in terms of personnel, vehicles and operational capabilities; for some of the work of the Pre-Recovery Sub-Service (nutrition, sheltering, etc.) volunteers can be included in the system with short orientation programs. Another example is the Information and Planning Service and the Finance and Administrative Service. While the duties here are those that can only be performed by authorized personnel in terms of technical know-how and protection of related data, some of the work of the Logistics and Maintenance Service (logistical support to aid personnel, in-kind donation warehouse management, etc.) is more open to public, civil society and private sector cooperation. As a result of the analysis made within this framework, potential cooperation areas for the project target groups are listed in Table 3. The framework presented in this list serves as a guide for any actor within the target group wishing to carry out a process of cooperation in disaster response.



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Table 3- Potential Collaboration Areas

<p>Nutrition Service Group</p> <ul style="list-style-type: none"> -To provide nutrition services for the affected people. -To ensure the establishment of necessary facilities for nutrition. -To provide food, drink, and water to the disaster area. -To set food distribution standards. -Establishing and the food supply chain and distributing.
<p>Psychosocial Support Service Group</p> <ul style="list-style-type: none"> -To provide psychosocial support training to all personnel who will work in disasters. -To ensure that the basic needs and psychosocial support needs of the affected people are determined in case of disasters. -To ensure that the identified needs and those in need are notified to the relevant service groups. -To provide psychosocial support to the affected people and the personnel working in the disaster area. -To carry out empowerment activities specific to the needs of vulnerable groups. To take the individuals in need of protection affected by the disaster into institutional care. -To plan and carry out socio-cultural activities for affected people to adapt to normal life.
<p>Service Groups Logistics Service Group</p> <ul style="list-style-type: none"> -Activating mobile disaster management center systems in case the Provincial Disaster Emergency Management Center is unusable -To create the areas where the service groups will serve in the deployment area determined in the operation plans, according to the needs. -Establishing and operating the necessary facilities to provide nutrition and shelter for the personnel going to the disaster area. -To provide nutrition and shelter services to the service groups in the disaster area after 120 hours and to the NGOs working together with the service groups, according to their needs.
<p>Donate in Kind Warehouse Management and Distribution Service Group</p> <ul style="list-style-type: none"> -Determining distribution criteria. - To have inspections for food safety and to establish cold storages. -Declaring the demanded needs and establishing the supply chain. -To ensure that donations in kind sent to affected people are collected and classified in predetermined warehouses. - Establishing and managing forward distribution points. - Keeping records of in-kind donations. -To ensure that aids are delivered to distribution centers in line with the incoming demand. - Identifying and operating aid distribution centers. - Carrying out aid distribution activities.