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MASTER’S THESIS

**CROSS - SECTOR COLLABORATION IN DISASTER
RISK REDUCTION - STUDY IN TURKEY’S URBAN
CONTEXT**

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THESIS APPROVAL PAGE



DECLARATION

I hereby declare that this master's thesis titled as "Cross - Sector Collaboration In Disaster Risk Reduction - Study In Turkey's Urban Context" has been written by myself in accordance with the academic rules and ethical conduct. I also declare that all materials benefited in this thesis consist of the mentioned resources in the reference list. I verify all these with my honour.

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ABSTRACT
Master's Thesis
Cross - Sector Collaboration in Disaster Risk Reduction - Study in Turkey's
Urban Context
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In Turkey, disaster susceptibility and rapid urbanization necessitated active participation of actors in dealing with disasters in reduction phase. Researches on connections of stakeholders in disaster risk reduction (DRR) have been carried out, but apart from “who” must be included and/or “which” connections they have, asking “why” and understanding motivations, attributes towards collaborations would provide better insights for realizing intended efforts. Therefore, this thesis examines the cross-sector collaboration among public, private, and civil society sectors in natural disaster risk reduction efforts in the cities by applying Stakeholder Approach. It summarizes findings from an investigation identifying actors' perspectives towards collaboration, elaborates barriers, benefits of collaboration based on interviews, document analyses. It also proposes a model for effective collaboration. The findings suggest that there are different but interconnected motivations. Having drawn the most realistic picture as possible regarding the current trend in and attributes towards DRR, the researcher claims the necessity of strategic, operational and tactical level collaborations by making recommending flexible but structured organizational design; profiling, clustering and identifying resources, terminology, focal points and sine qu non's; establishing databases that include templates and roadmap documents; using leaders in the process; setting up platforms; and establishing follow-up mechanism is needed. It also provides a ground for future possible academic and empirical works by making “collaborations” an integral element,

also leverages the potential of each stakeholder for better collaboration.

Keywords: Disaster, Disaster Risk Reduction, Mitigation, Collaboration, Urban, Cross-Sector Collaboration, Stakeholder Approach, Public Sector, Civil Society, Private Sector, Turkey



ÖZET

Yüksek Lisans Tezi

Afet Risk Azaltmada Sektörler Arası İşbirlikleri:

Türkiye’de Kent Bağlamında İnceleme

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Türkiye’de afete yatkınlık ve hızlı kentleşme, afetlerin etkilerini ele almak ve bunlarla başa çıkabilmek için farklı aktörlerin afetlerin öncesi, sonrası ve sonrasına aktif katılımını gerekli kılmaktadır. Günümüzdeki afet yönetimi ve araştırmalarında, hem afet öncesi hem de sonrası aşamalarda rolleri olan “risk azaltma” ya artan önem de göze çarpmakta, değişiklikler göstermektedir. Bu değişiklik, farklı ilgi alanları ve talepleri olan paydaşların afet riski azaltma çabalarına nasıl/neden katılmaları gerektiği hakkındaki soruları beraberinde getirmektedir. Paydaşların afet risk azaltma (DRR) çalışmalarına katılımı, bazı çevreler tarafından çoğunlukla çeşitli aktörler arasındaki bağlantılarla ilgilenen farklı yaklaşımlar benimsenerek araştırılmıştır. Bununla birlikte, araştırmacı “kimlerin” dahil olması ve aralarındaki bağlantıların araştırılması dışında belirli aktörlerin bu çalışmalara “neden” dahil olmaları gerektiği ile aktörlerin algı ve motivasyonlarının araştırılmasının gerekliliğine de inanmaktadır, bu sebeple ilgili tezde de Paydaş Yaklaşımı’nı dahil ederek yukarıda bahsedilen konuya değinmektedir. Bu bilgiler doğrultusunda, bu tez kamu, özel sektör ve sivil toplum sektörünün şehir bağlamındaki afet risk azaltma çalışmalarındaki işbirliklerine odaklanmıştır. Tez, aktörlerin işbirliği süreçleri ve genel sorunlara bakış açılarını, görüşmelere ve doküman analizlerine dayanarak belirleme amaçlı bir araştırmanın bulgularını özetlemektedir. Tez aynı zamanda DRR’de etkili bir işbirliği için bir model önermeyi amaçlamaktadır. Bunu yaparak,

işbirliğindeki zorlukları ve faydaları ve oyuncuların neden işbirliği süreçlerine dahil olmak istemediklerini öğrenmek temel hedefler arasındadır.

Yukarıda belirtilen araştırma yöntemlerine dayanarak, bulgular niteliklerin ve motivasyonların karar alma sürecini etkileyen faktörlerden bağımsız olarak düşünülmemesi gerektiğini göstermektedir. DRR'deki mevcut eğilim ve niteliklerle ilgili mümkün olan en gerçekçi resmi çizen araştırmacı, esnek ancak yapılandırılmış kurumsal tasarım önererek stratejik, operasyonel ve taktiksel düzeyde işbirliğinin gerekliliğini savunmaktadır.

Anahtar Kelimeler: Afet, Afet Risk Azaltma, İşbirliği, Paydaş Yaklaşımı, Kent, Kamu, Özel Sektör, Sivil Toplum

**CROSS - SECTOR COLLABORATION IN DISASTER RISK REDUCTION -
STUDY IN TURKEY’S URBAN CONTEXT
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ABBREVIATIONS

AFAD	Disaster and Emergency Management Authority
CSO	Civil Society Organizations
DASK	Doğal Afet Sigortaları Kurumu (Turkish Catastrophic Insurance Pool)
DM	Disaster Management
DRR	Disaster Risk Reduction
EU	European Union
GFDRR	Global Facility for Disaster Reduction and Recovery
IFRC	International Federation of Red Cross and Red Crescent Societies
SME	Small Medium Enterprises
SA	Stakeholder Approach
TAMP	Türkiye Afet Müdahale Planı (Turkey Disaster Response Plan)
TURKSTAT	Turkish Statistical Enstitute
UDSEP	Ulusal Deprem Stratejisi ve Eylem Planı (National Earthquake Plan)
UN	United Nations
UNISDR	United National International Strategy for Disaster Reduction
UNDRR	UN Office for Disaster Risk Reduction
WB	World Bank

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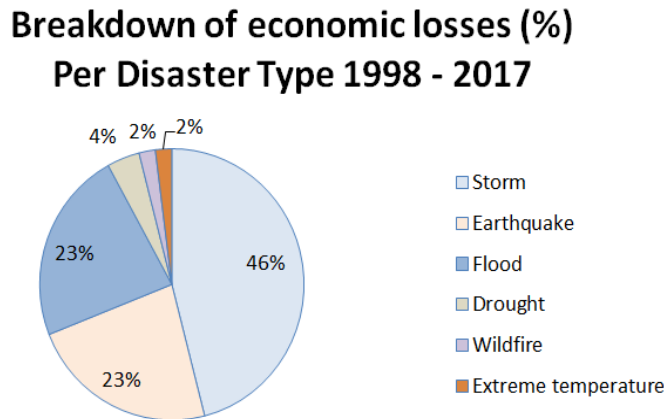


INTRODUCTION

Disasters, as events occur in different severities and magnitudes as well as affecting living and non-living entities surrounding them, have been subject to numerous academic, social, political, economic and scientific researches. These studies have been carried out to identify their causes and reduce their effects.

Especially last decades have seen a noticeable increase in both the amount and the scope of the disasters in the world. In fact, it is remarkable to see how the scope and the influence of disasters increased. These disasters, both natural and man-made, bring physical, social, economic losses. According to the analysis acquired from 281 events by Centre for Research on the Epidemiology of Disasters (CRED) EM-DAT (International Disaster Database), 10,373 people lost their lives due to earthquakes and tsunamis, and 61.7 million people were affected by natural hazards in 2018 (EMDAT, 2018). These effects included social, physical, psychological and economic dimensions on individual, local, national as well as international level. Likewise, in 2017, it was declared in Istanbul Open Forum that the economic costs of disasters reached 306 billion dollars (AFAD, 2018a).

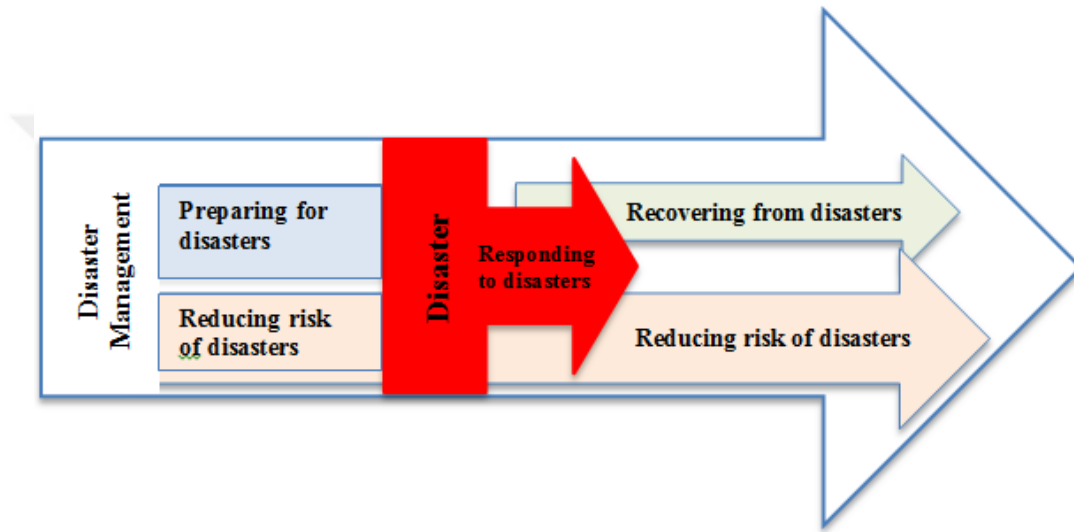
Figure 1: Breakdown of Economic Losses (\$) Per Disaster Type 1998 - 2017



Source: Modified from EM-DAT (2018). Economic Losses, Poverty & Disasters 1998-2017, Issue No: 52.

In order to minimize the damage and losses caused by disasters, various institutions and organizations carry out both theoretical and practical studies. One of the elements of these processes appears as disaster risk reduction (DRR) which also constitutes the main subject of the thesis.

Figure 2: Disaster Management Scheme



Source: IFRC, “About Disaster Management”.

The reasons behind choosing “risk reduction” as the focus lie behind the fact that in Turkey, despite of its high disaster susceptibility, efforts for disaster risk reduction is still inadequate (10th Development Plan, 2014:9; Caymaz, et al., 2013). Rather, most of the theoretical and practical studies have focused on response and recovery phases of disasters. However, as the above - mentioned diagram shows (Figure No.2), reducing and preventing risks have roles in both pre and post disaster phases. Additionally, there is another fact: the rapid growth in urban settlements. By considering the fact that Turkey is also very prone to disasters, with increased rate of urbanization and population as well as diversified actors in different levels, the researcher decided to elaborate actors (stakeholders)’ interaction among each other in

DRR phase¹.

Turkey, assumed as an upper-middle income country according to the classifications of World Bank, will also have shares of the disasters (World Bank, 2019). In Turkey, Post-1950s' massive and rapid domestic migration to urban settlements and poorly supervised urban development combined with unequally rapid industrialization process. These changes had a broad negative impact on cities that were too vulnerable to all natural, technologic, environmental and human-induced hazards.

These impacts showed themselves in 1999 Marmara Earthquake, 2011 Van Earthquake which took place in recent years, and the increasing floods have been the subject of research in terms of both material and moral losses and have taken its place among the most damaged disasters in the rankings.

Table 1: Direct and Indirect Losses for Six Major Disasters

Hazard	Year	Country	Sector (10 ⁶ US \$)				Total
			Social	Infrastructure	Productive	Environment & Other	
Earthquake	1999	Turkey (Marmara)	2,187	739	1,850	0	4,776
Earthquake	2001	India (Gujarat)	1,302	334	440	55	2,131
Earthquake	2001	El Salvador	472	398	275	68	1,212
Hurricane	2000	Belize	38	44	165	407	655
Flood	2000	Mozambique	69	133	281	5	488
Drought	2001	Central America	124	3	83	0	210
Total			4,191	1,651	3,905	535	9,472

Source: The World Bank (2005) "Natural Disaster Hotspots: A Global Risk Analysis".

Furthermore, around one third of the population of urban centers in low and middle income countries live in informal settlements with poor planning, low quality building structures and limited services (Dodman et al. 2013). With all these situations and the country's insufficient coping capacity, Turkey's risk profile has become high (INFORM, 2018).

¹ The word "researcher" will be used for the writer of this research throughout the thesis.

Table 2: List of Cities with 10 Million Inhabitants and Vulnerable To Natural Hazards

City	Countries	Population (millions) *	<i>Vulnerability disaster-related economic losses (in decile)</i>					
			<i>Cyclone</i>	<i>Drought</i>	<i>Earthquake</i>	<i>Flood</i>	<i>Land slide</i>	<i>Volcano eruption</i>
Tokyo	Japan	37.8	8-10	0	8-10	8-10	8-10	0
Mexico	Mexico	20.8	8-10	8-10	0	8-10	8-10	8-10
Osaka	Japan	20.1	8-10	8-10	8-10	8-10	8-10	0
Dhaka	Bangladesh	17.0	8-10	8-10	0	8-10	0	0
Karachi	Pakistan	16.1	8-10	8-10	00	8-10	0	0
Kolkata	India	14.8	8-10	8-10	0	8-10	0	0
Istanbul	Turkey	14.0	0	8-10	8-10	8-10	0	0
Manila	Philippines	12.8	8-10	8-10	8-10	8-10	8-10	8-10
Tianjin	China	10.9	8-10	8-10	0	8-10	0	0
Shenzhen	China	10.7	8-10	8-10	0	8-10	0	0
Jakarta	Indonesia	10.2	0	8-10	8-10	8-10	0	0

Source: Modified from UN (2015) “Technical Paper on Risks of Exposure and Vulnerability to Natural Disasters at the City Level: A Global Overview

Especially in recent years, increasing urbanization clearly shows that the possible effects of disasters affect not only particular area but also many areas (Kundak, 2014:8-27). In other words, it is seen that the necessities of telecommunication, transportation and food which are inevitable for the operation of a city in the case of a disaster will affect each other like domino effect and may cause disruptions. Both critical infrastructure and lifeline utility of the cities are affected like dominos (domino effect). Therefore, urbanization is becoming one of the risk drivers creating barriers to determine the possible impacts of the disasters.

For instance, as a result of a severe expected earthquake in Mega City Istanbul, it is expected that 40 thousand people may die, 200 thousand people may be injured, and 400 thousand households may be homeless.² Built environment will also be affected in a sense that approximately 40 thousand buildings may become uninhabitable or “destroyed”. Serious damage may occur in 300 thousand buildings. Damages resulting from buildings may be around \$11 billion (UNISDR, 2009).

Likewise, Mersin flood occurred in 2016 caused a fair amount of disruptions

² GFDRR, Natural Hazards Governance in Turkey, **Announcement**. <https://www.gfdr.org/en/turkey> (04.01.2019)

in both residents as well as built environment including Mersin International Port (World Bank, 2018:29). This port serves as import and export gate of Central Anatolia, Mediterranean, Eastern and Southeastern Anatolia Regions. It is also a transit center of the Middle East countries and is connected to domestic and Middle East countries by land, air and railways. Therefore, the halt of the critical infrastructure affects the commercial activities that take place not only in Turkey, but also places miles away. Therefore, the impact goes beyond territorial borders and affects not only physical structure but also economic, social structure. Likewise, the rainfall happened in the same period also affected the Taurus Mountains partly located in Mersin. Vegetables and fruits from the agricultural regions to Istanbul and Izmir could not reach those areas. Due to the delay, both supply chain and the system as whole was affected. Accordingly, disasters especially in urban areas, can cause economic and social losses, affects all parts of the system. In other words, the interwoven risks (nested risks) can affect everyone, the resilience of cities as whole and hinder the potential development of the structure (Dünya, 2017; Yeni Şafak, 2017; UNISDR, 2015).

It has become a fact that cities serve for all but also *affect* all in times of disasters. Besides, because the “urban” is a challenge itself with its high level of density, diversity and dynamics, approaching cities with one-actor focus brings about undesirable results and inefficiency.

Urban context can also host sudden and slow onset disasters and creates black swan events that are unpredictable to the observer, creates widespread ramifications (Doyle, 2018). On the other hand, especially for the last couple of years’ disasters have become predictable thanks to raising awareness and technological developments. As mentioned in the book “The Gray Rhino: How to Recognize and Act on the Obvious Dangers” written by Michele Wucker (2016), in fact many disasters are expected and predicted, but ignored; then the catastrophic consequences become indispensable as in the case of Hurricane Katrina.

This ignorance, combining with the consequences bring about the necessity to rethink the efforts in disasters. At this point, by keeping above-mentioned points in mind, it should be analyzed how different actors can be involved in risk reduction efforts, how they can be motivated to work in DRR field collaboratively with other stakeholders.

This thesis was developed in order to increase the considerations about stakeholders' role and participations in DRR efforts. Especially, during preparation, the researcher noticed that there is a very little discussion on stakeholders' attributes and motivations about taking part in collaboration. Therefore, the researcher has chosen to analyze the issue by including Stakeholder Approach which focuses on attributes and motivations of stakeholders (Mojtahedi, 2015).

Scope of the Study

The proposed theoretical framework forms a foundation for further empirical work in stakeholder collaboration in natural Disaster Risk Reduction (DRR) in the urban context.

Problem Statement

This thesis examines the collaboration among public sector, private sector and civil society sector in natural disaster risk reduction efforts in urban areas. This thesis summarizes findings from an investigation aimed to identify actors' perspectives towards collaboration processes and problems about collaboration efforts in DRR, based on the interviews and document analysis. It also aims to propose a model for effective collaboration for DRR. By doing so, it seeks to identify challenges and benefits in collaboration and why the actors do/don't want to get involved in collaboration processes. Interviews were conducted with experts, representatives from different actors including private sector, public authorities, municipal government, and chamber of city planners, Turkish Red Crescent and other civil society organizations. Semi-structured open-ended interviews were used in order to determine the nature of the collaboration among various actors and its impact on DRR efforts in city context. Considerable amount of national and international reports was also examined, and it was tried to catch hold of the most current information in such a dynamic environment.

The first main research question in this study is as follow:

- *What are the motivations/attributes of stakeholders to/not to have collaborative relationships in natural DRR in urban context in Turkey?*

Despite the much known and mostly observable impacts of natural disasters, there is still an insufficient evidence to support that key stakeholders are playing a proactive role in mitigating natural disasters in the built environment (Bosher et al. 2009). This question scrutinizes motivations/attributes of stakeholders and aims to reveal the possible reasons of their involvement/not involvement in DRR efforts. By elaborating this question, barriers as well as benefits of collaboration are tried to be identified. This identification of motivations, barriers, and benefits will give some insights about sine qua non's of effective and efficient disaster risk reduction in Turkey. Therefore, by taking into account the subjects' aforementioned question, the next question is expected to provide some recommendations for effective collaboration in disaster risk reduction.

- *What model can be used to have an effective DRR in urban context in Turkey?*

To guide the thesis, stakeholder approach was applied in developing research framework to discover challenges & benefits between stakeholders' attitudes towards collaboration.

Objective

This research focuses on the efforts for increasing collaborations that can be prevent the possible effects of natural disasters in the urban areas. It also provides a ground for future possible academic and empirical works by making collaborations an integral element and leverages the potential of each stakeholder for better collaboration.

Based on the research problems, the objective of this thesis is to investigate (i) the main attributes/motivations of the selected stakeholders on entering/not entering into collaborative relationships; and (ii) to pave way for developing some means for enhancing the cross-sector collaboration between these stakeholders in urban areas.

Exposition of the Chapters

This thesis consists of five chapters, references and appendices. The following is a brief synopsis of the remaining chapters.

Chapter 1 – Theoretical Background: This chapter defines the main concepts, presents the theoretical foundations that the research for this thesis is based upon, and provides information about the use of the concepts in both international arena and Turkey.

Chapter 2 – Methodology: This chapter outlines the research question, design and scientific methods used to answer the research question. It also touches upon the limitations faced during the research.

Chapter 3 – Research Findings: This chapter highlights the barriers and benefits of collaboration in DRR that acquired from the semi-structured interviews and document analysis. This information provides insights for modeling effective DRR efforts which is discussed in Conclusion Part.

Conclusion: Conclusion discusses the research findings in the light of the theoretical background and presents some recommendations for effective disaster risk reduction stakeholder collaboration model. Furthermore, it proposes ideas for future research.

CHAPTER ONE

THEORETICAL BACKGROUND

1.1. MAIN CONCEPTS

In order to provide a clear understanding of the objective and the problem statement, first the major concepts should be clearly explained by outlining various literatures read. The concept of “risk”, “risk reduction” and “collaboration” will be the focus under this chapter.

Before going into details, it can be said that it is clearly seen that despite all efforts of disaster management community in developing some tools and knowledge about disaster risk reduction, the terminology used differs according to each practitioner’s and/or academic’s own interpretation. This, in return, may create some misunderstandings, duplication and some loops for future efforts. There are some nuances in the definition of risks especially based on disaster. One of the reasons for this is the relatively recent relevance of disaster risk reduction in the literature and the recent inclusion of different disciplines, as well as the different definitions of possible concepts. This, in return, creates conceptual challenges (Ulutürk, 2006). Ensuring the correct understanding of the concepts establishing well designed approach carry importance for capturing the common objective among stakeholders.

1.1.1. The Concept of ‘Risk’ in Disasters

The term “risk” comes from the Italian word “risicare”, meaning “to dare”. As Peter L. Bernstein mentioned in his book (1998), risk refers not only the fate, but rather, the choice. Activities undertaken by individuals, organizations, or governments all involve some degree of risk through choice. The activities resulting from people’s choices bring potential loss or gain of something they value; their health, money, career, social position, the environment (Britton, 1998:7-9).

The multi-disciplinary concept of risk in disaster is used in different context in a different way (UNDP, 2004). However, some commonalities can also be found which are *associating risks with human inability, combining risk and vulnerability as well as hazard, containing uncertainty, and having possibility to largely affect people and*

environment. (Montz, B. et al, 2017:297-304)

Organizations and institutions such as Disaster and Emergency Management Authority of Turkey (AFAD) and United Nations also formed definitions of disaster risks. The latest accepted and used risk concept can be found in the report proposed by United Nations Office for Disaster Risk Reduction (2015)³. According to UNISDR Global Assessment Report (GAR), risk in disaster context is identified as “the likelihood loss of life, injury or destruction and damage from a disaster in a given period of time” (UNISDR, 2015).

Likewise, AFAD sees disaster risk as the possibility of the loss of values such as life, property, economic and environment that an event may cause in certain conditions and environments. In another saying; Risk means potential losses or Risk is a function of hazard and vulnerability. Especially in urban context, risks appear as “existed” or “created” within social systems, where which is also constructed (Haimes, 2012; Slovic, P. and Weber, E., 2002). Therefore, the perception and the underlying causes can be different. However, as mentioned in definitions above, there are some drivers of risks that present and keep their importance in every definition: ***hazard***, ***vulnerability*** and ***exposure***.

Disasters occur as a result of the interaction of environmental vulnerability, hazards and exposure with each other (UNISDR, 2002:24). Therefore, in order to understand how disasters can be reduced or prevented, first the interaction between these elements of risk should be identified.

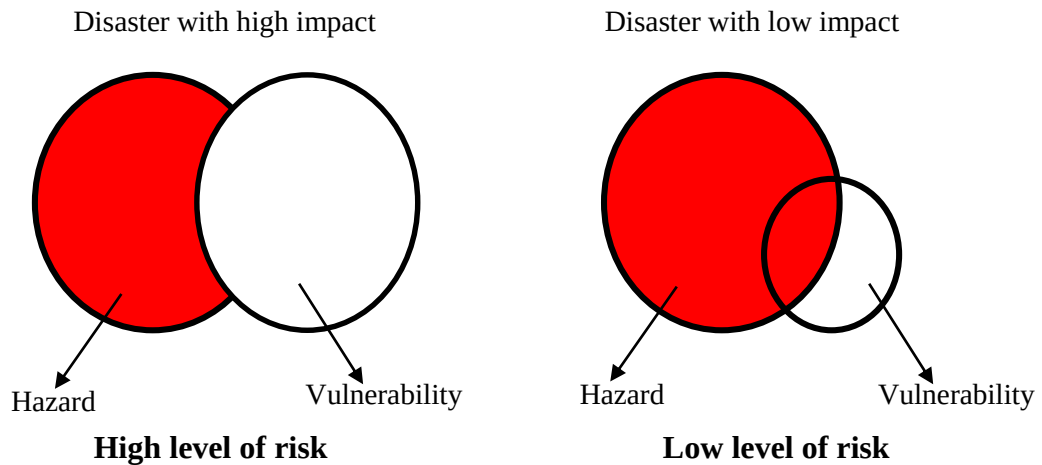
Disasters occur when people are exposed and vulnerable to hazards. Hazards are the potential damaging events or phenomenon. ***Hazard*** is a thing/situation that may cause harm such as injury, environmental damage, equipment loss (WHS, n.d.). Therefore, the four aspects of hazard, namely natural, technologic, environmental and human-induced hazards such as global warming, population growth, poverty should not come under the category of “risk”, and they present physical facts. In contrast, the word “likelihood” in UNISDR’s definition shows that *risk* contains probability of the event happening. Therefore, both tangible and intangible damages may occur if areas/people are vulnerable and hazard they are exposed is high. This, in return,

³ The acronym of United Nations Office for Disaster Risk Reduction, “UNISDR”, has been changed to “UNDRR” as of 01.05.2019.

increases the probability of risk.

The other driver, **exposure**, is “any condition which provides an opportunity for a hazard to contact body”. It represents the overlap of time and spatial distribution of human assets and the time and spatial distribution of hazard events. Exposure refers to any resources, assets, livelihoods, built environment as well as people that have high possibility to be affected by natural disaster. On the other hand, **vulnerability** is defined as “the characteristics of a person or group and their situation that influence their capacity to anticipate, cope with, resist and recover from the impact of a natural hazard (an extreme natural event or process)” (Wisner et al., 2003). Therefore, one should not fall into common misunderstanding that solely hazards cause disasters. In fact, the disasters occur with the combination of a community who are vulnerable, exposed and insufficiently prepared with a hazard event (Lofstedt, 2011).

Figure 3: Relation Between Hazard, Vulnerability and Risk



Source: Kadioğlu, M. and Özdamar, E. (2008). Afet Zararlarını Azaltmanın Temel İlkeleri *JICA Türkiye Ofisi Yayınları*, (2): 11.

This highly complex process and the interaction between the elements such as vulnerability and hazard form “disaster risks” containing dynamic and complex structure which depends on the reverse side of the coin, i.e, capability of an area/people to handle with it. Therefore, capacities should be used to prevent injuries by decreasing vulnerability, hazards and exposures.

The greater the capacity of people, the greater the resilience to possible disasters, the

ability of a system, community or society to resist, absorb, accommodate to, and to recover from the effects of hazards (UNISDR, 2016).

1.1.2. Disaster Risk Reduction

1.1.2.1 The Concept of Disaster Risk Reduction (DRR)

Disaster Risk Reduction (DRR) is a cross cutting concept and a practice using systematic efforts in mitigating the impacts of disasters (USAID, 2011). It includes analysis on hazard and risk, seek and the management of the factors sparking off disasters, and efforts for increasing coping mechanism with the involvement of different actors.

Considered as the heart of modern disaster management system, DRR mainly deals with the mitigation and preparedness activities undertaken before disasters (Kadıoğlu and Özdamar, 2008). Therefore, rather than reactive, proactive measures are taken. In mitigation phase, structural and non-structural activities which focus on decreasing or even eliminating the possible consequences of disasters in built environment are established. Preparedness phase includes efforts for improving capacities, emergency procedures such as warning systems, evacuation routes and trainings. Risk identification and analysis, preparedness, planning are also another component of disaster risk reduction (GFDRR, 2012).

DRR is even more important in areas where there are high risk drivers such as epidemics, poverty, inequality, climate change and variability, unplanned and rapid urbanization, lack of disaster risk assessments, demographic change, lack of incentives for special investments in legal regulations and risk reduction, complex supply chains, insufficiency of technology, unsustainable use of natural resources and damaged ecosystems (UNISDR, 2017). These factors bring disaster dynamic structure.

For instance, the existence of risk, risk assessments have always been important, but early warning systems, sector-specific risk reduction plans have been added. Likewise, risk sharing, and risk transfer due to the work of the insurance sector and the involvement of other sectors have become the topic discussed under DRR.

Getting insights on how disaster risk reduction is perceived and identified in international community would be useful for enlightening on possible joint efforts of

different stakeholders.

1.1.2.2. DRR in the world

Disaster risk reduction necessitates systematic and joint efforts in order to analyze and to reduce the factors that cause disasters such as exposure to hazards, or vulnerability of that region/community, or weak management of the land.

It is seen that the efforts towards reducing disaster risks have extended from technical works to broader, more comprehensive efforts and have become part of sustainable development field. The international efforts in DRR goes back to 1980s.

Major frameworks in terms of disaster risk reduction have been formed by United Nations. International Decade for Natural Disaster Reduction (IDNDR), based on UN General Assembly Resolution 42/169, in 1987 was the first effort for DRR in global scale.

Rio Summit in 1992 focused on environment protection and development and highlighted the relation between environmental degradation and disaster losses. Yokohoma Strategy and Plan of Action for a Safer World (1994), then as a successor of IDNDR, the establishment of The United Nations Office for Disaster Risk Reduction in December 1999 put the efforts one step further by aiming to ensure the implementation of the International Strategy for Disaster Reduction.

International Strategy for Disaster Reduction (ISDR) (2000), the Millennium Declaration (2000), UN World Sustainable Development Summit (Rio+20), the “Living With Risks” Report of UNISDR, the Hyogo Framework for Action 2005-2015: “Building the Resilience of Nations and Communities to Disasters”, and Sendai Framework - 2015-2030: Build Back Together are the main milestones in DRR efforts. The main international efforts in DRR can be summarized in the following table:

Table 3: The Major Efforts Undertaken for Disaster Risk Reduction

Name	Year	Key Point
Rio Summit	1992	Efforts for community participation, training communities; strengthening local actors with “Local Agenda 21: Local municipal initiative”.
Yokohama Strategy for a Safer World	1994	Focus on coordination and collaboration. Efforts to decrease disaster relief; need more importance given to disaster prevention and preparedness; and participation of all level stakeholders create most effective prevention measures.
UN International Decade for Natural Disaster Reduction (IDNDR)	1990-2000	Efforts to reduce the losses from natural disasters and enhance the engineering and scientific know-how in order to achieve the former goal.
International Strategy for Disaster Reduction (ISDR)	2000	Aiming to serve as the focal point in the United Nations system for the coordination of disaster reduction; to ensure synergies among the disaster reduction activities of the United Nations system; regional organizations and activities in socioeconomic and humanitarian fields (UN General Assembly Resolution 56/195).
Johannesburg Declaration	2002	Adopted at the World Summit on Sustainable Development in South Africa, focused on poverty eradication and the environment; built on Agenda 21 and the Millennium Declaration by including more emphasis on multilateral partnerships
Kobe Conference (2005), Hyogo Framework for Action	2005 (- 2015)	Capacity Building and local management; comprises all kind of disasters caused by hazards of natural and technological hazards and risks. Holistic and multi hazard approach to DRM and its relations between social, economic, cultural and environmental systems, as emphasized in the Yokohama Strategy; efforts for the establishment of “National Platform”
Chengdu Declaration	2011	Establishing sister city model; Development and cooperation among Cities: Building Livable Cities for Humanity. (It provided a platform for local authorities to share and transfer their experiences, knowledge and deliberate on the barriers and opportunities both urbanization and city development)
Sendai Framework for Disaster Risk Reduction (SFDRR)	2015 (- 2030)	International coordination, collaboration, planning; aiming to achieve “the substantial reduction of disaster risk and losses in lives, livelihoods and health and in the economic, physical, social cultural and environmental assets of persons, businesses, communities and countries”

Source: The researcher’s own compilation

Starting from Yokohama Conference in 1994 and continued with Hyogo (2005) and Sendai (2015) Frameworks, exploring, defining risks have become the priority for disaster risk reduction activities

The World Conference on Disaster Reduction (WCDR, 2005) put focus on costs associated with disaster losses and indicated the importance of any efforts decreasing disaster risks. Following the conference, Hyogo Framework (2005-2015) appeared as the first document that acted as an instrument for awareness rising, institutional awareness, generating political commitment and enabling different types of actor to contribute to DRR process by being part of it. It also made contribution for the progress of Millennium Development Goals (MDG).

Despite all of these efforts, because of insufficient determination of risk factors, goals and priorities, Hyogo Framework could not give the expected outcomes for given time period. Therefore, another agreement called Sendai Framework focuses more on the coherence of policies and actions, as well as gives efforts for better explanation of possible risk factors, goals and priorities. Sendai Framework, which was adopted by UN Member States in 3rd UN World Conference on DRR, is a non-binding agreement with targets, priorities aiming to reach “reduction of disaster risk and losses in lives, livelihoods and health and in the economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries” (UNISDR, 2019). It also underscores the need for different global and/or regional platforms for enabling better collaboration mechanisms (EFDRR, 2017).

The following table shows the main differences in priorities of Yokohama, Hyogo and Sendai.

Table 4: Main Differences in Priorities of Yokohama, Hyogo and Sendai

Name	Year/s	Priorities
Yokohama Conference	1995	➤ Risk assessment ➤ Disaster Prevention and Preparation ➤ Integration of policies and plans in disaster prevention and preparation ➤ Capacity building and strengthening in order to prevent, reduce disasters ➤ Early warning systems ➤ Providing participation to preventive measures ➤ Education for decreasing vulnerabilities ➤ Technical information sharing ➤ Environmental protection as sustainable development and decreasing poverty
Hyogo Framework	2005-2015	➤ DRR is local and national with strong institutional implementations ➤ Identifying, assessing and monitoring disaster risks and increasing early warning ➤ Use of information for building security and resilience culture ➤ Innovation and education ➤ Reducing the reasons of risk-factors ➤ Strengthening disaster preparation for effective response
Sendai Framework	2015-2030	➤ Understanding disaster risks ➤ Strengthening disaster risk governance to manage disaster risks ➤ Investing in disaster risk reduction for resilience ➤ Enhancing disaster preparedness for effective response and to “Build Back Better” in recovery, rehabilitation and reconstruction

Source: Koçak, H., Kara, M. and Görün, M. (2016). Birleşmiş Milletler Afet Risk Azaltımı Çerçeve Eylem Planlarının Nitel Olarak İncelenmesi ve Karşılaştırılması. *Afetlerde Stratejik Yönetim Sempozyum Bildirileri* (ss.26-27), Organized by Dokuz Eylül University. May 12-13, 2017.

Beside of the above-mentioned table, the article “Birleşmiş Milletler Afet Risk Azaltımı Çerçeve Eylem Planlarının Nitel Olarak İncelenmesi ve Karşılaştırılması” also shares the results of the research that focuses on words mostly used in these international documents (Koçak et al, 2016). The results show that coordination and international collaboration was highlighted in Yokohoma, capacity building, central

and local management were the topics in Hyogo, and international, coordination, collaboration and planning were touched upon in Sendai Framework.

The same article also shows that the most seen word is “local” in all documents, of which is followed by health, resilience and stakeholders.

“Proposed Updated Terminology on Disaster Risk Reduction: A Technical Review”, published in 2015 and facilitated by UNISDR, gives an effort for reaching some common terms in which the actors involved in DRR activities can agree on and use in their operations. Moreover, it is also aimed to reduce the possible duplications and misunderstanding among partners due to different understanding of the same concepts. This proposed terminology would bring effective solutions to possible misunderstandings on the concept among different actors including public sector, civil society, private sector, academics. It is also because new terms may also come into the field that has an effect on the focus in DRR. For instance, currently, UNISDR (2017) defines risk reduction as “The potential loss of life, injury, or destroyed or damaged assets which could occur to a system, a society, or a community in a specific period of time, determined probabilistically as a function of hazard, exposure, vulnerability, and capacity (UNISDR 2017)”. Nonetheless, the same terms were defined as a “systematic development of mandates, strategies and practices with the purpose of minimizing vulnerabilities and disaster impacts throughout society and environment (UNISDR, 2004)”.

The Sendai framework also made specific recommendations for action on risk governance in relation to the built environment; for example, the need to address the mechanisms and incentives for compliance with regulatory regimes which address land use, urban planning, building codes, resource management and the environment (UNISDR 2015).

1.1.2.3. DRR in Turkey

The focus in reducing risks is not a new phenomenon, in fact, since the period of Ottoman Empire; some precautions have been taken for disasters such as fire, earthquake and flood through enacted laws (Boyar and Fleet, 2010). Nonetheless, systematic studies and contextualization are relatively new compared to hundreds years ago.

The legal efforts regarding disaster risk reduction in Turkey can be elaborated in two periods. The first period covers the legal efforts given for mitigating possible hazards occurred aftermath of disasters (pre -1999 period); whereas the second is a project - focused period that mostly dealt with the collaboration among different national and international actors and the participation of academics from relevant disciplines (post - 1999).

After Erzincan Earthquake, which stroke in December 1939 and which considered as one of the most serious earthquake disasters in Turkey, several legal regulations as well as amendments were made. With the Law No. 3773 issued in 1940, taxpayers' tax debts to be deleted, homes destroyed or damaged by free land and building material assistance, civil servants and other employees to be given advance payment, pardon punishment of prisoners, to be carried out with the reduction of wages and abroad from the relief materials and other duties covered. After the developments in Erzincan Earthquake in 1939, the first building regulation and earthquake map of Turkey were prepared.

“Precautions to be Taken Before and After Earthquake”, brought into force with the Civil Defence Law No. 4623 in 1944, can be considered as an effort to put the disaster (earthquake) hazard mitigation to legal basis. Within this law, determining of regions prone to disaster, making some regulations about disaster risk, indicating the responsibilities of people were aimed. However, there were no provisions for permanent resettlement work in this law. As a solution to this issue, separate disaster relief laws were enacted depending on the social and economic structure of the region which was exposed to natural disasters (JICA, 2004).

Due to the rapidly increasing industrialization, immigration and urbanization concepts after 1950s, the legal regulations related to the reduction of disaster risks started to be inadequate despite some efforts especially in planning such as Zoning

Law No.6785 in 1956 that focused on construction, licensing as well as zoning and destination plans. There was also a growing awareness about the role of citizens in disasters which resulted in Civil Defense Law with No.7126 in 1958. This law focused on activities civil defense can take in times of natural disasters and conflicts.

In the process reached until 1999, in 1968 and 1975, in 1983 and 1992, different legal frameworks were tried to be drawn together. However, most of these studies were aimed at reducing the problems encountered after disasters and covering the zoning laws. Despite all the legislative changes and innovations, the experience of Düzce and Gölcük Earthquakes, which occurred in 1999 and caused more than 17 million deaths and more than 23 million people, showed that there was still a high level of ill-preparedness against disasters. Therefore, after that date, not only the introduction of laws, but also the development of different projects related to disaster risks became important. The enactment of Disaster Law No. 7269 “Law for Reliefs to be done with Precautions to be taken due to Disasters Effective on Public Life” as well as the law, with No. 7659, which was put in effect in 1999 that opened ways for new municipalities as well the formation of Compulsory Earthquake Insurance was some of the developments. The first article of the latter describes this formation:

“Identification of measures to be taken against natural disasters, recovery of the losses due to these disasters, establishment of new settlements, protection of development, procurement, contracting, consulting services and cultural and natural assets, civil defense, keeping current funds in operation and adding new funds when necessary, effective utilization of every kind of donations and assistance, regulation of economic matters, constitution of an insurance system for restitution after natural disasters”

(Disaster Law No. 7659, Article 1, 1999)

On 27 September 2000, the first budget program under the name of Turkish Catastrophe Insurance Pool (Doğal Afet Sigortaları Kurumu - DASK) was introduced. According to the compulsory earthquake insurance, earthquake insurance is obligatory for households. The main objectives of DASK, which is an example of public - private insurance is to ensure that all the houses in the scope are covered by insurance against earthquakes at a payable premium; to provide long-term resources for the compensation of earthquake damages; to contribute to the establishment of insurance awareness in the community. It was a financial risk reduction mechanism which was also used by some other countries like Romania and Taiwan who are seismically

vulnerable (Erkan and Yılmaz, 2015).

Table 5: The Coverage of DASK

Turkish Catastrophic Insurance Pool (TCIP) [Doğal Afet Sigortaları Kurumu (DASK)]	
Coverage	Does not cover
Earthquakes	Expenses relating to the removal of rubble
Tsunami following	Losses arising from business downtime, bankruptcy,
Fires following	stoppage of rent revenue, alternative residence and business
Explosions due	premises expenses
Landslides following	Injuries, deaths, losses occurring after an earthquake

Source: (Dask, 2018)

In line with these requirements, the establishment of Disaster and Emergency Management Presidency (Afet ve Acil Durum Yönetimi Başkanlığı - AFAD) with the Law no. 5902 in 2009 made significant moves not only in reducing the risks but also in coordinating, planning and managing all the processes of the disaster. The Center, which was initiated by the merge of General Directorate of Disaster Affairs (under Ministry of Public Works and Settlement), General Directorate of Civil Defense (under Ministry of Interior) and General Directorate of Emergency Management (under Prime Ministry), has paved way to move from reactive to a more proactive stance, and from crisis - focused to risk – focused efforts such as classification of risks (types, hazard values, effects).

National Earthquake Strategy and Action Plan - 2023 (UDSEP - 2023) was published in 2012 in order to prevent the losses caused by earthquakes. This document was also prepared as an Input Paper for “Global Assessment Report on Disaster Risk Reduction 2015” by AFAD (UN, 2015). The focus of this document was to achieve loss reduction such as losses in lives, properties, economy in possible earthquakes. Despite the focus was only for one but the biggest hazard in Turkey, the document has been used for policy and action recommendation for overall disaster risk reduction in Turkey until the new plan, “Plan for Disaster Risk Reduction” is finalized and started to be utilized (AFAD, 2018b).

“Transformation of Areas under the Disaster Risks” (Urban Regeneration Law) enacted with the Law No. 6306 and was entered into force in 2012, is considered as one of the important steps taken for DRR due to its perception-change focus towards pre-disaster processes. Within this law, risky areas are identified and evacuation as well as transportation of people living in these areas was identified. Instead of the ministry itself, construction supervision agencies became the legal actors (Çelik, 2015:75).

Recently, scientific studies and planning in disaster risk reduction activities in urban areas in Turkey have started to take a more place. Different legal arrangements and plans have been made in areas such as approaches to disasters, determination of duties and responsibilities of actors related to disasters. One of these works was Integrated Urban Development Strategy and Action Plan KENTGES, which was published in the Official Gazette No. 27749 in 2010 and acts like a roadmap (ÇSB, 2010). Additionally, 11th Development Plan released in June 2019 provided specific part for disaster management under city management and sustainable environment. One of the commitments of the report is Disaster Risk Reduction Plan. In the same period, AFAD made public announcement that 2019 will be “preparedness for disasters” year (AFAD, 2019).

1.1.3. “Collaboration” in DRR

1.1.3.1. The Concept of Collaboration in DRR

In “Risk in Disasters” Part, it is mentioned that risks contain a “choice”. Therefore, if there is a value, then risk becomes an abstract concept that requires a predictive capacity for the future in the social environment. In this social environment, where disasters have also an effect in, the choices that each actor makes have consequences that affect other actors in disaster context as well. Therefore, disaster risks cannot be thought without social systems, because they exist, or are created within social systems. Moreover, bringing concrete, measurable assessments and mitigation methods to such an abstract concept is challenging (Balamir, 2007). That is why not only single actor, but set of actors are the responsible for risks, and it is important to ensure the conditions that will enable different actors to work together, and to adopt the concept of

“collaboration”.

In its broad definition, collaboration refers to “mutual engagement of participants in a coordinated effort to solve a problem together” (Lai, 2011, p.4). Collaboration in this literature is defined as “a temporary social arrangement in which two or more social actors work together toward a single common end requiring the transmutation of materials, ideas, and/or social relations to achieve that end” (Roberts and Bradley, 1991:212).

In disaster context, Helena Hermannsen borrows from the definition offered by Bingham, O’Leary, & Carlson “co-labor, to achieve common goals, often working across boundaries and in multi sector and multi actor relationships” (Hermansson, 2017). The collaboration put emphasis on dialogue, mutual and social learning as well as voluntary participation of actors, and it acts as a societal response to changing conditions in networked societies, where power and information is distributed (Nguyen et al., 2017). When consider the fact that disasters potentially affect everyone, the definitions give some idea about how the DRR components can play a part. In fact, reducing disaster risks and ensuring resilience requires the strengthening of the social structure against disaster risks, which is possible through the participation of different stakeholders from communities.

The importance of participation, engagement and collaborative efforts of different stakeholders has been pointed out in several international documents. In this respect, it would be useful to take a glance at the main works on the collaborative efforts in the world.

1.1.3.2. Collaboration in DRR in the world

The global documents have been giving importance to the participation of different actors to DRR efforts since 1990s (Balamir, 2007:1).

Both Hyogo Framework for Action (UNISDR, 2005) and the Sendai Framework (UN, 2015) outlined the importance of collaborative efforts with inclusion of different societal actors from various sectors in reducing disaster risks. The United Nations Office for Disaster Risk Reduction (UNISDR), as a focal point in the United Nations system that coordinate DRR activities and follow-up the implementation of the Sendai Framework, put emphasis on the involvement of wide range of stakeholders including

United Nations members states, private sector as well as civil society.

At that point, it was mentioned that different shareholders take active roles in managing disaster risks stages namely (i) understanding hazards, (ii) making organizational preparation, and (iii) taking actions to mitigate risks (UNISDR, 2017):

- Identifying related sides and integrating them to the process
- Assuring there is enough budget for risk reduction
- Implementing quality control
- Receiving opinions of related shareholders
- Increasing the capacity
- Determining the methods which would be performed in different disasters
- Describing the database and management systems about risk reduction
- Pursuing and evaluating the results about disaster risk reduction practices

There is a focus on reducing the occurrence of risks and the magnitude of disasters⁴. The most recognizable agreement/document on DRR, called Sendai Framework (2015-2030) has 7 Targets and 4 Priorities that have specific focus on possible collaborations among DRR actors.

⁴ UNISDR, “Words into Action Guidelines”, 2017,
https://www.preventionweb.net/files/53055_npslpwapiapublicconsultation2017.pdf (04.03.2019).

The below-mentioned table shows the use of ‘collaboration’ in International documents:

Table 6: "Collaboration" in International Documents

Name	Year	Focus regarding participation
International Decade for Natural Disaster Reduction, IDNDR (1990 – 2000)	1987	Providing the necessary support from the public and private sectors at the national level, encouraging local governments to take the necessary measures and increasing the level of education and awareness in the society
Yokohama Strategy and Plan of Action	1995	Accurate identification of risks, conducting risk reduction studies, these are only possible with the principle of participation
International Strategy for Disaster Reduction	1999	Indicates the follow-up of concrete policies by the UN in order to achieve the aim of developing international cooperation between countries.
Hyogo Framework	2005	It was decided that every two years, the countries will report the situation. The first of the 5 action priorities of the Hyogo Framework Action Plan is that risk mitigation is a national and local priority, and public participation in this. focus is disaster losses
Sendai Framework	2015	There are 4 Main priorities which all have component about collaboration: 1. Understanding disaster risk 2. Strengthening disaster risk governance to manage disaster risk 3. Investing in disaster risk reduction for resilience 4. Enhancing disaster preparedness for effective response and to “Build Back Better” in recovery, rehabilitation and reconstruction Sendai is: Broader and more people-centered Multi-hazard, multi-sectorial, inclusive

Source: The researcher’s own compilation

Full engagement, with the shared responsibility of all stakeholders is needed to achieve the main purposes of DRR.

1.1.3.3. Collaboration in DRR in Turkey

The global documents mentioned in the previous chapter put also great emphasis on decentralized and collaborative efforts on DRR. Nonetheless, for countries like Turkey, where there is highly centralized and hierarchical disaster management system, the methods offered by those international documents may not meet the requirements. Despite this possibility, the effect of the international documents and global trend, as well as the reality of increasing effects of possible disasters have pushed Turkey to elaborate these documents, to take actions on DRR, and to provide more participatory initiatives in DRR field.

There was a lack of involvement of private sector and civil society sector in disaster management systems until 1999 Earthquake. Neither laws 1944, 1950 and 1983 specifically touched upon the involvement of the above-mentioned actors (Karancı and Aksit, 2000).

10th Development Plan (2014) has importance in terms of giving place to “Disaster Management” under the part of “Livable Places, Sustainable Environment”. The importance of DRR in development policies, and the communication and coordination between public and CSOs is highlighted.

Turkey’s National Climate Change Adaptation Strategy and Action Plan (2011-2023) states the necessity of prioritizing risk mitigation in order to manage the natural disasters occurred due to climate change. It also shows the importance of risk identification, early warning systems as well as forming community-based disaster management system, which necessitates joint-action from different actors. In fact, according to this Plan, and to concurrent events happening around Turkey, not only earthquakes but also floods and storms may have considerable impacts on people’s lives. As the case of Mersin flood mentioned in introduction part shows, these types of events, together with drought are also expected (Talu et al., 2010:16). Therefore, the documents prepared by different public actors highlights the significance of collaborative efforts. Likewise, the establishment of the Disaster Volunteer System and the inclusion of all sections of the society have been specified in the UDSEP, and the role of cooperation has a specific focus in upcoming TAYSB (Turkey Disaster Management Strategy Document and Action Plan).

Recent years have seen active participation of Turkey to international efforts. The country hosted couple of events such as European and Mediterranean Major Hazards Agreement (EUR-OPA); European Open Forum for Disaster Risk Reduction (EFDRR). In the latest Open Forum, the results of the meeting were collected under 17 main topics, 6 of which were related to the engagement of different stakeholders to the risk reduction efforts. European Union Projects, such as Team Up Project that focused on institutional capacity building was also carried out, whose one of the outputs were to strengthen the collaboration between AFAD, private sector and civil society sector.

As both discursive and functional, last years have seen that public sector has become more collaborative with civil society organizations and private sector. For instance, on 27 April 2018 Turkcell and AFAD collaborated about Critical Infrastructure and came together in Cooperation Workshop (AFAD, 2018).

Despite all these above-mentioned efforts, in the highly central administrative structure, where the public sector is expected to not only coordinate and supervise, but also actively participates to initiatives. In fact, the state is expected to initiate and maintain the activities. This situation brings the argument that other actors are not trusted and included as it should be uncertainty is avoided as collaborative efforts have potential to bring; and a particular distance is kept with civil society and private sector. With this case, public sector in Turkey is very fit to 'power imbalance' in Hofstede's culture category, which see the high acceptance of and obedience of authority and fits to highly 'uncertainty avoidance' category which necessitates rules & laws (Hofstede, 2012).

1.2. THE STAKEHOLDER APPROACH

Despite the fact that the first use of the word “stakeholder” in management literature goes back to 1963 in an internal memorandum at Stanford Research Institute (Wang & Dewhirst, 1992), Freeman (1984) is regarded as one of the pioneers that used the word and coined the term “Stakeholder Approach”.

Stakeholder Approach claims that each one of the groups have a role in reaching the objective, i.e., each actor holds the “stake” (Diallo, 2011). Even though researchers propose a couple of different ideas on stakeholder approach, stakeholder, in Freeman’s view, is mostly associated with business ethics and firms’ attitudes such as corporate social responsibility (CSR), a group or an individual who affect or are affected by the objectives (results): “any group or individual who can affect or is affected by the achievement of an organization’s purpose” (Freeman, “1984). Even though the perspectives in this theory shifted from solely corporate focus to more network-based, relational and process-oriented and broader focus, one point has remained: there are elements of **mutuality, interdependence** and **power**.

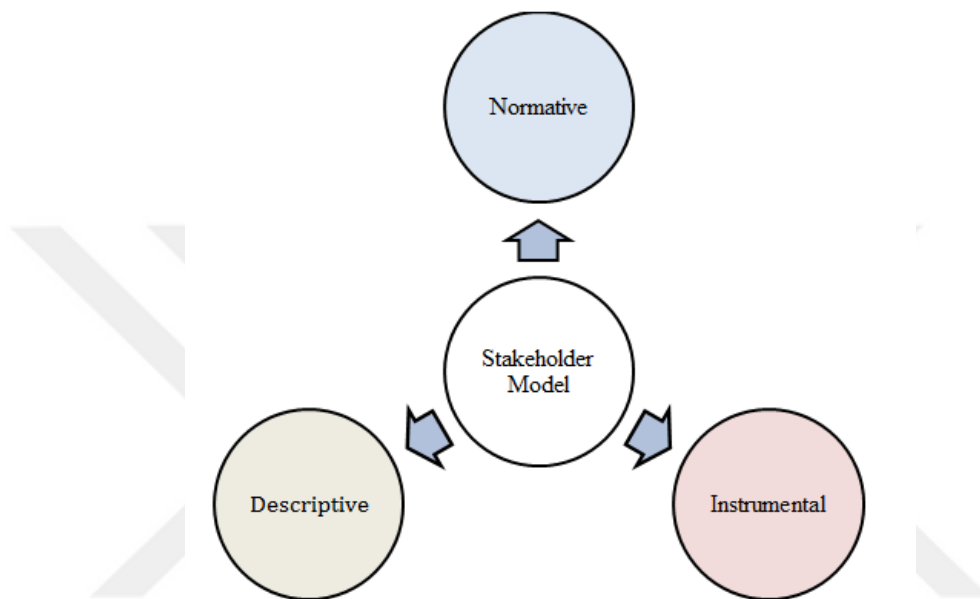
Ogden and Watson (1999) explain this as balancing the competing demands of stakeholders while ensuring the satisfaction level of own. They assert that the approaches of each stakeholder affect the organizational attributes of stakeholders, which are power, legitimacy and urgency; as well as value maximization. The one of the fundamental elements lying under Stakeholder Approach is the premise that the managers are able to define their stakeholders and each actor should provide effective stakeholder management (Reinig and Tilt, 2009).

As a justification for this premise, three sides are highlighted (Smith et al., 2011):

- **Descriptive side:** The general implementation of the stakeholders, the roles of leaders and attributes of other stakeholders are examined. It describes why each actor should consider other actors in its acts. They then lead to ability to make predictive propositions (The way things are done)
- **Normative side:** The functions and the activities of each actor are essentially interpreted based on moral and philosophical principles (The way things should be done).
- **Instrumental side:** Connections between the activities of stakeholders and the mutually beneficial outcomes are made and this leads to better analysis on the

connection between causes and effects (Doing it is good for business). Therefore, instrumental side necessitates to acquire X in order to reach the objective Y (Pesqueux, Y., & Damak-Ayadi, 2005).

Figure 4: Three Sides of Stakeholder Model



Source: Donaldson, T., and Preston, L. E. (1995). The Stakeholder Theory of the Corporation: Concepts, Evidence, and Implications. *Academy of Management Review*, 20(1): 65-91

Starting as a management theory touching upon changing roles of private sector from solely profit-oriented towards value-oriented which object the idea that doing “good” and making profit are exclusive, stakeholder approach put normative assumptions in focus by also using descriptive and instrumental dimension.

Prioritizing the normative side, together with considering other dimensions, enables all stakeholders to take steps to reach common goals; thus, the possibility of “win - win” situation increases - but not guaranteed. Moreover, in a world where the realms of different groups such as private, public have become blurred, decision makers have also become to consider the effects of their decisions, strategies on other stakeholders. Nonetheless, there is a common misperception that all actors benefit from the results at the same time and with the same level. When the all actors are aware

of the real purpose of the collaboration and when they converge on it, the differences in timing and the level of the benefits should not carry a big challenge. Since, as Freeman said, the one of the most important points is to engineer the common purpose in today's rapidly changing world.

Therefore, actors should have the needs of stakeholders in mind and should embrace the dialogue and exchange, which have important roles to generate trust and enter into collaboration (Ali, A., and Abdelfettah, B. 2016). In order to form and to maintain effective collaborations, making the distinctions and classifications will be useful. These distinctions are made by taking three attributes into account: **power**, **legitimacy** and **urgency**. These provide more integrated framework.

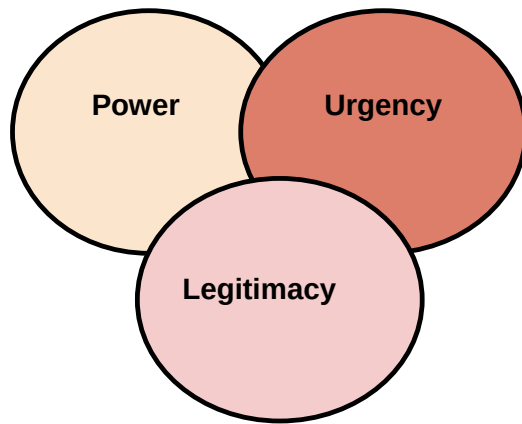
Power: The power is related to organization and the use of resources. Carroll (1991) states that the power of stakeholders can be understood from their level of using the resources, because it enables mobilizing the forces, which increases the potential reach to other institutions and which decreases their level of vulnerability.

Legitimacy: This variable refers to the scope of a justifiable right of a group to proceed with its claim. Legitimacy criterion in the core of stakeholder approach prevails once the concept of Corporate Social Responsibility (CSR) is taken into account and through this, potential risks can be minimized (Phillips et al., 2003).

Urgency: Along with other two attributes, the urgency deals with the level of the importance level of the issue, thus possible collaborations, for the stakeholder. This also provides insight of the extent the stakeholder makes coordination in immediate actions (Olander, 2007, Mitchell et al., 1997).

These attributes constituting "stakeholder salience" (Mitchell et al. 1997), help gain understanding of stakeholders and their prioritized needs (Agle et al., 1999). The necessity to manage different stakeholders' expectations then arises. This, in turn, necessitates making some research about their motivations to enter into collaboration. The dynamic nature of this concept also renders each stakeholder to adopt different attitudes in different phases of disasters.

Figure 5: Stakeholder Attributes



Source: The Researcher's own compilation based on the Stakeholder Approach

1.2.1. Support from Decision-Making Process

Stakeholders approach provides stakeholder identification and management with its attributes namely power, legitimacy and urgency. Nonetheless, its arguments remain insufficient unless it is supported by looking into other decision - making mechanisms and the role of “value dimension”.

Decision - making refers to the process that an actor makes selection/s over various alternatives by considering knowledge deficiency and uncertainty about the future (Shih et al., 2006). It is also seen as one of the fundamental components in disaster and crisis management. It shows how and why the stakeholder takes proactive and/or reactive approaches to disaster; or why they do not want to be part of it. Decision - making theory, according to Edwards (1954), is “a theory about how to predict such decision”. Ariely (2009) states that value maximization paradigm have appeared from different decision - making approaches. In value maximization, actors select the alternatives that they will increase that maximize their values. In other words, they need to find a meaning in what they do. In stakeholder approach, actors should strive for strategies that can bring long - term success. If this is the case, then it becomes inevitable that the success is reached only if the stakeholders share some core values (Freeman, 2001). Putting together, stakeholder approach (power, urgency and

legitimacy) together with including value dimension, enables to fulfill the objectives and to satisfy the actors.

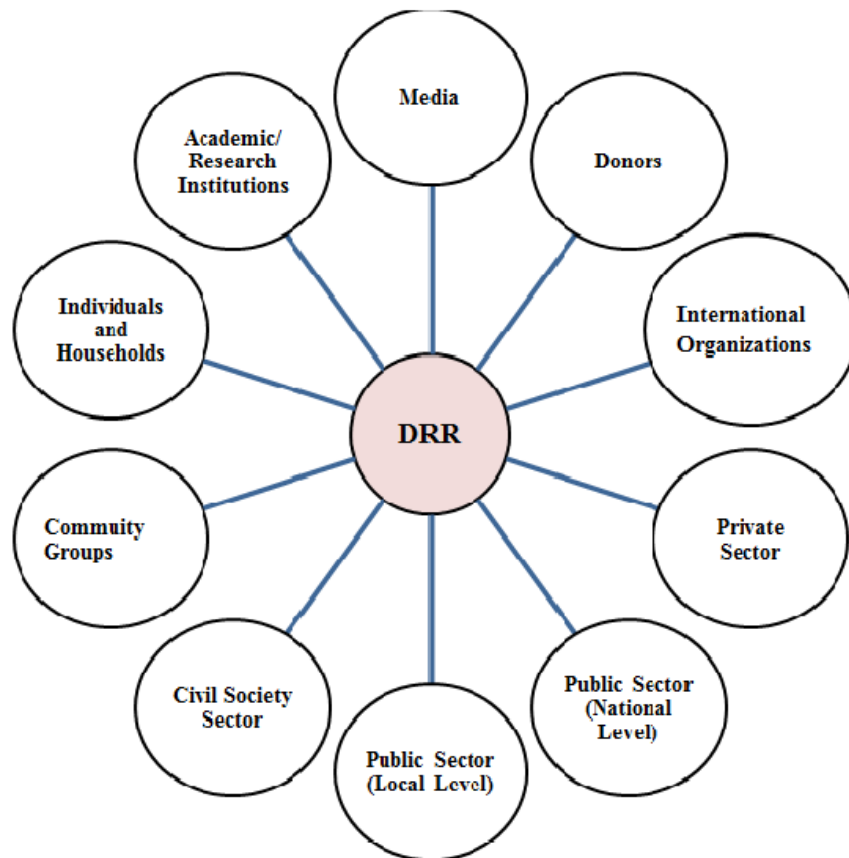
1.2.2. Implementation of Stakeholder Approach in DRR

Because managing disasters necessitates active participation of multiple actors, Freeman's stakeholder approach provides integrated framework of stakeholder attributes which can pave way for implementing this approach for disaster context. Despite its ability to provide integrated framework "value" into consideration, hitherto this approach has been unfortunately not used in disaster risk reduction field despite many component commonalities. Sementelli (2007) leans this on the fact that DRR is still in its infancy and developing. Therefore, relating the field to a theory is not an easy issue. Analyzing "crisis theories" that mostly deal with disaster response and recovery phases was more common until recent years (Wolff, 2010). Nonetheless, studying DRR, which bases its assumption for pre-disaster period (mitigation and preparation) and necessitates relatively slow and long-term oriented actions, could pave way for establishing important measures, raising awareness among actors and enable them to have proactive role in DRR measures in their decision-making. An understanding why and how each stakeholder perceive, act and get motivated could facilitate the process for setting systematic strategies for further efforts. The stakeholder approach towards disaster risk reduction represents actors' proactive intent by analyzing their attributes, and environment exposures that affect their decision-making processes.

1.3. MAIN COLLABORATIVE STAKEHOLDERS IN URBAN DRR

The previous parts touched upon the main concepts in disaster risk reduction and explained the components as well as the importance of these concepts. This section will introduce the key stakeholders involved in DRR efforts. Before going into details about the role of key selected actors, it would be useful to see the main potential stakeholders engaging in urban DRR efforts. Many different entities can be a stakeholder in disaster risk reduction. Generally, organizations, institutions, local people, media, companies, international organizations, financial institutions are qualified as stakeholders in disaster risk reduction (Mojtahedi, 2014; Boshier et al, 2009; World Bank, 2010; Baas, S. et al., 2008; UNISDR, 2015). Based on that information, the researcher provides the below figure which demonstrates the general stakeholders who are potentially involved in DRR efforts.

Figure 6: Stakeholders Involved in DRR Efforts



The proposed thesis claims that the inclusion of the range of sectors potentially brings tremendous benefits to the efforts for dealing with disasters. Nonetheless, the collaboration concepts in this thesis are handled by including three sectors which are regarded as key actors for effective DRR. The below sections will explain these sectors, namely public sector, private sector and civil society sector, which Tachizawa (2014) refers as first, second, and third sectors (Tachizawa, 2014).

1.4. KEY STAKEHOLDERS FOR COLLABORATION IN DRR

1.4.1. Public Sector

While the role and authority level of the state varies from country to country, issues such as policy making, coordinating different groups, and the power to govern assets and operations are often within the jurisdiction of the state in disaster management lifecycle. In disasters, despite there are differences in governments from country to country, it is still considered that the state is the key stakeholder (Moe and Pathranarakul, 2006). The Sendai Framework as well, put emphasis on government's responsibility in leadership, regulation and coordination. It is also the main address who is expected to provide social security (Eyerkeyufer et al., 2016).

In Turkey, currently AFAD is the main institution which has the main coordination role in the whole cycle of disaster and has the mission of strengthening disaster resilience. However, other governmental bodies such as ministries, Presidency, other central government bodies; and provincial organizations such as mukhtars, municipalities, governorships are also the primary organs where responsibilities of the public sector have been attributed (Tercan, 2018).

AFAD's vision and mission towards disaster risk reduction also give some insights about its desire to engage in DRR issue in the future:

Table 7: Mission and Vision of AFAD

AFAD	
<i>Mission</i>	<i>Vision</i>
Creating a resilient society	To be a guiding and coordinating institution in the studies related to disaster and emergency situations that can be modeled at an international level that provides risk-oriented, effective and reliable services based on sustainable development.

Source: AFAD, “Vizyon ve Misyon”, <https://www.afad.gov.tr/tr/2288/Vizyon-ve-Misyon> (11.10.2018)

As mentioned in the mission and vision, AFAD prioritizes the DRR. Its other goal is to establish Risk - Oriented Integrated Disaster Management System (AFAD, 2012: 15; AFAD, 2018:28,29). This integrated system necessitates the participation of external and internal, central and local actors. A certain level of understanding and balance among other governance institutions is needed for making reliable efforts and assessments regarding DRR especially in urban areas. According to Turkish Statistical Institute, out of 80.811 people in Turkey, 74.761 people are parts of urban population (TURKSTAT, 2019). Because of the increase in population, illegal constructions, unplanned urbanization with rent-seeking purposes and interwoven risks caused by such as above factors the local and central works of the public should be balanced and complement each other (Eryılmaz, 2007:70). Therefore, what the state’s roles are, how she can be approached in collaboration process and how the long bureaucratic processes can be managed by adapting disaster-related bureaucracy, namely “disastocracy” (Lassa, 2014) carries importance. It will be crucial for the government to consider the above point in the planning processes as well as disaster response and disaster reduction strategies (Sunarharum, 2016:9).

Another important point that needs to be addressed here is how the state is seen in the society and takes its place. It will also be important to examine this in the disaster context, to position the state itself regarding collaboration, and to examine the perspective of other actors. Turkey has a long-standing feature which is “Father State” that brings paternalistic approach to the state (Kapucu, 2012). This approach sees state as a reliable actor, but expects that main responsibilities and tasks also belong to them. In the study carried out by Karancı and Aksit (2000) with the survivors of Erzincan

(1992), Dinar (1995) and Marmara (1999) earthquakes, the result indicated that disaster survivors still believed that the pre-disaster measures are under state's and other agent's responsibility, other than the community itself (Karancı and Aksit, 2000:406).

However, the difficulty of managing very large-scale disasters was understood in 1999 after unprecedented earthquakes. Therefore, some reforms were initiated that will make the system more decentralized by collaborating with and empowering local authorities as well as civil society and private sector.

1.4.2. Private Sector

Rapidly growing challenges in cities increases disaster risks; hence any effort to save resources without considering disaster risk may multiply the risk of disaster. Therefore, having understood this possibility, the private sector has started to increase disaster risk reduction plans in recent years (Ersoy, 2013). This sector is composed of big commercial companies, Small Medium Enterprises (SMEs), financial institutions, and has become indispensable part of everybody's lives. Especially as the technology use in disaster risk reduction grows and the need for the expertise rises, both the interest and the opportunity for entering in collaborations increases (Hoxtell et al., 2015). These collaborative actions take two types namely commercial and non-commercial type. In commercial type, private sector is expected to be paid for their products and services, while in non-commercial type, they partner-up with other civil or public organization and/or make donations enter philanthropic activities.

Table 8: Private Sector Engagement in DRR activities

Private Sector Engagement in DRR activities	
Commercial	Non - Commercial
- Subcontracting (Company) - Contracting (Donor – Company)	- Resource mobilization partnerships⁵ - Implementation partnerships - Innovation partnerships - System coordination initiatives - Advocacy partnerships

Source: Hoxtell, W., Norz, M., and Teicke, K. (2015). Business Engagement in Humanitarian Response and Disaster Risk Management. *Global Public Policy Institute, Berlin, Germany*.

This thesis mostly focused on private sector engagement in non-commercial activities as per mentioned in the table above. This is because especially companies maintaining their operations worldwide with global supply chains have become more vulnerable to disasters and this situation has become to motivate them in getting involved and engaging in different focuses such as business continuity, and/or corporate social responsibility. Depending on their size, they provide expertise, both tangible and intangible resources, mobilize funding resources, carry out activities on business continuity especially for SMEs, disseminate information, maintain communication activities with public relations and advocacy made through corporate social responsibilities that put policies and practices which are align with the common objectives and with the fact that generate value for the stakeholders (Westley and Vredenburg, 1991). When they take their own mitigation measures such as business continuity plans, whose significance have been increasing, the presence becomes much important. It is also because the number of SMEs is very high especially in cities. According to Turkish Statistical Institute, the proportion of businesses considered as Small and Medium Enterprises (SME) in Turkey is accounted for 99.8% of the total number of enterprises in 2014. 73.5% of the employment is also made up of SMEs (TURKSTAT, 2016). With regards to cities, Turkey is now accounted for more than

⁵ The term “partnerships” used above was borrowed from the United Nations General Assembly’s definition which is “voluntary and collaborative relationships between various parties, both public and non-public, in which all participants agree to work together to achieve a common purpose or undertake a specific task and, as mutually agreed, to share risks and responsibilities, resources and benefits” (UN General Assembly, 2011)

70% of cities where the private sector also takes its place. Therefore, any disaster may bring potential losses in operations of companies and their market. Together with this fact, private sector engagement in disaster risk reduction efforts becomes vital with their technology, expertise, capital networks and influence (UNDP, 2016).

1.4.3. Civil Society Sector

Civil society (sometimes called “third sector”) in general, encompasses non-governmental organizations (NGOs), community-based organizations (CBOs), labour unions, indigenous groups, charitable organizations, faith-based organizations, professional associations, and foundations whose one of the main characteristics is “volunteerism” (Shaw, R. and Izumi, T., 2016). In general, they generate value through the participatory and voluntary contribution of its members.

Within its participatory roles, civil society sector members can play an active role in disaster risk reduction as facilitator, by mobilizing people as well as by taking initiatives, acting as bridge between state and other actors that contributes social capital (Benson et al., 2001). This involvement also diversifies such as knowledge management, advocacy, fund provision, in-kind assistance, establishing links between people and the state actors.

Civil society organizations working in disaster management field can be grouped as followings (Kaya, 2013):

- CSOs whose area of activity is not directly related to disasters (charities etc.)
- CSOs and chambers whose area of activity intercepts with disasters, and who have idea about disaster management processes (support services, organizations working in education, health)
- Local and national organizations formed for disaster preparation and/or response (search & rescue, emergency medicine, communication and so on)

They are also considered as one of the actors that place at the heart of the resilience and sustainable development in a country, especially with its ability to mobilize people and to have “impact creation” (WEF 2013). They can address the community's needs, push communities, raise awareness and contact to authorities and try to find a way to enable communities to rebuild their economic & social lives. They can act as watchdog and promote accountability and transparency (WEF, 2013). It can

comprehend dynamics more quickly with its flexible structure and to take urgent actions (Lassa, 2018).

Despite these facts, as Tierney (2012) mentions that the role and the responsibilities of civil society are poorly understood which creates challenge on transparency as well as effective and accountable collaboration. In Turkey's context, the issue is not only seen as "misunderstanding" of the responsibilities, but also there the "ignorance", especially by decision makers and power-holders which may give rise to troublesome results (Göymen, 2008). Their potential collaborative actions are also affected by this ignorance. Therefore, in the below chapter the researcher will try to understand what can be some reasons of this ignorance and how different actors perceive each other.

CHAPTER TWO

METHODOLOGY

After exploring the concepts and elaborating the use of these concepts in both international arena and in Turkey, the methodology chapter will explain research design and the methods used in maintaining the research. This chapter covers research questions, research design, sample selection and data collection methods.

2.1. RESEARCH QUESTIONS

The researcher asked two research questions in order to reach the objective with inductive method.

The research questions of this thesis are as follows:

- *What are the motivations/attributes of stakeholders to/not to have collaborative relationships in natural DRR in urban context in Turkey?*
- *What model can be used to have an effective DRR in Turkey's urban context?*

By asking the first question, the researcher aims at understanding the attributes and motivations of each selected stakeholders towards collaborations in disaster risk reduction. The information that is gathered from the first question also brings about the challenges stakeholders face in both internal and external contexts, as well as it shows their views on the benefits of collaborations. Exploring the attributes of stakeholders, combining with both external and internal barriers and opportunities give some insights about sine qua non's of effective and efficient collaboration in disaster risk reduction in Turkey. Therefore, the results and recommendations are given as a result of the latter question. For the preparation of the answers and for developing a research framework, stakeholder approach is also applied as a ground.

2.2. RESEARCH DESIGN

The researcher uses a qualitative research methodology in this exploratory thesis which aims to generate insights. In researches dealing with attributes, motivations and experiences, qualitative research provides opportunity to understand, describe and explain the social phenomena. The researcher was able to hear directly herself the motivations, perceptions of the interviewees, understand the world of respondents

which were unknown to her, and could attain wide range of information about the issues (Easterby-Smith et al. 2002;). Additionally, especially for a field like DRR, which is the convergence point for both practice and theory, making interviews together with document analysis was believed to keep the balance and provides useful insights for future academic and empirical research.

2.3. DATA COLLECTION METHODS

2.3.1. Interviews

Sampling

The population of participants involved in disaster risk reduction in urban areas is relatively wide. In this thesis, purposive sampling method was used in order to include the most relevant people from selected sectors, namely public, private and civil society sector. The selection of the process of participants was based on the following criteria: (i) medium or high-level representatives who have actively taken part in disaster-related collaborative activities, (ii) people who are responsible for decision – making process in their own area of works.

Specific to the experts interviewed, the criteria were set whether they have been involved in collaborations where all sectors (public, private, civil society) took part. The reason was to learn the viewpoints of the experts about each sector. This was supposed to give some idea to the researcher that she was going to be able to make some comparisons.

The selection of the individuals to be interviewed by including the sample was examined whether they are directly related to the subject of the research. When it was noticed that the repetitions gained frequency in the information obtained from the participants, the “saturation point” was reached, the interviews were ended and categories for the analysis were made (for the range of interviewees, please see **Appendix 3**).

28 people from three sectors were interviewed in total. Below table summarizes the sampling and number of people interviewed:

Table 9: Details About Reaching Out To The Interviewees

Details about reaching out to the interviewees	
Sampling method used	Details about interviewees (platforms used/number of people)
Purposive sampling	Linkedin: 14 people Foreknown from previous worklife: 6 Met in the meetings: 2
Snowball sampling	Through interviewees from private sector: 4 Through interviewee from civil society sector: 2

Overall, by utilizing this method, it was aimed to understand the motivations of stakeholders for being/not being part of DRR-related collaborations, and to clarify barriers and benefits in collaborations in DRR.

Interview Procedures

The researcher conducted interviews with the public institutions including AFAD, Governorates of İstanbul, Municipality of İzmir; private sector representatives that have been involved in disaster risk-related activities; civil society organizations that have engaged in DRR in different levels; and international as well as national experts who are also mostly academicians and who have taken parts in disaster – related collaborative projects. The researcher asked two set of questions. First set was about their perception of risk and their general understanding of disaster risk reduction efforts. The second set was about “collaboration” which involved their priorities, experiences, motivations and their general thoughts about collaboration. Because the questions were semi-structured, each question was tailored according to the sector of the participant and additional questions were asked if required (for the interview questions, please see **Appendix 5**).

Interview Process

Semi-structured interviews paved way for better understanding of motivations of stakeholders as well as the barriers and benefits of collaborations. It was aimed to reach out to people from different fields of expertise in their own sector and different years of experience that are possible to reach within the bounds of possibility. The interviewees were mostly middle and senior level managers who were working/volunteering in their organizations for long years. The interview process started at the beginning of February 2019 and lasted 3 months until the middle of May.

Firstly, the research about stakeholders who have been involved in disaster-related activities was made. Then through different platforms, mostly through e-mail and other digital media platforms – mostly LinkedIn – stakeholders were contacted. After the initial contacts and interviews, respondents were asked to provide more contacts, and the snowballing technique was used as a second part. Moreover, some of the interviewees were found through the people whom the researcher met in the events attended. One of the efforts was to find actors from each sector who have been involved in collaboration together before. Nonetheless, this was not achieved as it was aimed. Interviews were undertaken through in-depth face to face and telephonic/online interviews with key stakeholders. These research instruments were important to motivate and encourage people to present their own experiences. Moreover, it enabled for both the researcher and the interviewees to use time effectively. The major ways used during the interviews were hand notes. Voice recording was also utilized to be transcribed afterwards, by ensuring all participants to keep their names anonymous in the thesis. The interviews lasted approximately 50 minutes, ranging from 45-70 minutes depending on the responses and the new questions coming out from the answers. From 28 interviews, 12 were conducted face-to-face, 10 were conducted via phone and 6 were conducted online.

2.3.2. Documentary Analysis

Both before and after the interviews, documentary analysis played a significant role in data collection process, because documents offer details about the specific objects and support other data collection methods such as interviews (Yin, 2009). Policy documents and other documents (internal/external reports, academic articles, newspaper articles, plans) produced by several national and/or international actors relevant to the issues discussed in this thesis were analyzed. Especially reports provide an overview of the current situations and render readers to make comparisons between different variables. Below the details of documentary analysis can be found:

Reports, Policies, Government Documents: Documents related to main objective and the concepts were analyzed. These documents belonged to either governments, or recognized national/international institutions or organizations such as World Bank, International Federation of Red Cross and Red Crescent Societies. Some of the

documents were attained from respondents which supported the interviews.

Online News Articles: News articles, especially online articles are used as a tool to engage in broader communities. The researcher also used some news articles/press releases of AFAD which are relevant to the issue and included the speeches of the upper management of the institution (please see References section).

Digital Video Platforms: The researcher watched one webinar and some videos related to the object. The webinar watched called “Learning from the past 40 years of Disasters” highlighted the main changes in the last 40 years of (1977-2017) disaster management in the world. The reason to watch the webinar was to listen the experts and understand the main changes and issues in disaster management. By doing so, the researcher aimed to acquire overall picture about disasters that supports the articles she utilized.

The researcher also watched two videos to support the articles she read. The first video included the comments of Peter L. Bernstein on the concept of “risk”. The aim to watch the video was to have clearer understanding about his claim about risk as “not only the fate, but rather, the choice” which was also used in the Section 2.1.1. Similarly, the video called “25th Annual Stakeholder Dialogue” that includes the session given by the pioneers of Stakeholder Approach Edward Freeman, was watched in order to have clearer picture about the approach as per explained in the Section 2.2. Moreover, because the session was conducted in 2018 and included questions and answers from his students, the researcher aimed to have a chance to listen recent examples of use of the approach in practice.

Events: In addition to above – mentioned methods, the researcher participated in some specific symposiums, panels and a workshop in disaster risk reduction which enabled her to understand the DRR field as well as the interaction between various stakeholders in practice (for the events the researcher participated, please see **Appendix 4**).

From five events attended, one of them namely “Movement Disaster & Crisis Management Working Group” was organized by the civil society organization the researcher has been working. Therefore, she asked her own manager to participate to the event and was able to attend through her own channels. From other four activities, one of them namely “Symposium of Multi-sectorial Interdisciplinary Approaches in

Disaster Risk Management” was recommended by one of the experts she made interview with. The remaining activities were reached by the researcher’s own efforts. Despite the fact that it sometimes took so much time and the researcher had to spend considerable amount of money for transportation, food etc.to listen the ideas and attitudes of diversity of actors in one common place provided a great insight for the thesis.

2.4. DATA ANALYSIS

The data was analyzed by using open coding technique and by identifying important details which was believed to have an impact on the research questions. Open coding is one of the steps of grounded theory research. Grounded theory, as a part of qualitative research, starts with understanding and reaching data, then generates hypothesis (Wuest, 1995). Firstly coined by Glaser and Strauss (1967) in their book *The Discovery of Grounded Theory* (1967), Grounded Theory offers systematic procedures in methodology (Astalin, 2013). It also enables simultaneous data collection and bring flexibility to the researcher (Charmaz, 2006). Then categorization into themes from these codes was made. This categorization was realized by finding common patterns in the statements. In open coding under Grounded theory, data attained from interviews is analyzed with codes. These codes identify new concepts and make patterns visible. Then grouping is made among the concepts based on their reflections on the closest phenomena. This grouping forms categories which in this thesis become building blocks of the theory concerning the factors affecting collaborations in DRR (Charmaz, 2006). For example, many interviews specifically spoke about political and administrative system, lack of information sharing, participation, setting roles and responsibilities. . These were reached through reading the transcripts several times and categorizing the repetitious phrases. As can be seen in below section (Section 3.1.1.), these concepts were categorized under factors namely contextual, inter-organizational or inner-organizational. For the categorization interviews as well as similar studies were benefitted (Roth, A.S. and Becker, P., 2011; Moshtari M. and Paulo, G., 2017). The article written by Moshtari and Gonçalves specifically touched upon the factors in collaboration. In the article “Factors Influencing Inter-organizational Collaboration within Disaster Relief Context”, they

carried out literature review and provided categorizations based on key findings of the literature, which also analyzed the cross sector collaboration in disaster settings. The article put some lights on the factors affecting collaboration in disasters. The themes found in above article were coherent with and supporting the findings of this thesis's researcher, therefore it was decided to use that classification.

2.5. LIMITATIONS

The one drawback of semi-structured interviews is the fact that new themes have emerged from the qualitative feedback. Making generalization from these feedbacks is not easy as individual interviews were made. This brings out the issue of 'subjectivity' and 'context', because context and nature see changes in perceptions. The other problem was that it is both time consuming and costly, and it was difficult to reach a consensus over categories.

The biggest limitation was the limited availability of written resources touching upon collaborations in disaster risk reduction settings, and the use of stakeholder approach on the issue. The idea of elaborating three-way collaboration involving public, private and civil society sector is relatively new. The lack of written documents necessitated to utilize different resources such as direct participation to disaster-related events. Regarding interviews, despite the researcher's multiple attempts, not all people asked availed themselves for the interviews. In fact, some public institutions which have specific departments for preventing risks openly said their operations do not cover so much work related to DRR. One of the companies, which have DRR – related collaborations, made promises, but unfortunately did not reply just before the day of the interview.

Some of the requests to private sector was first sent to people working in corporate communication and/or business management departments. However, when they did not give any response, more senior level managers were tried to be reached through digital media platforms, mostly via LinkedIn.

Some of the interviews were contacted but had to be waited for the interviews. The researcher waited for about 6 months for a DRR expert for making an interview. Social media platforms such as LinkedIn worked as great tools to reach out people and to arrange the interviews.

As mentioned above, despite there are considerable number of stakeholders such as media, academia, international organizations who are not elaborated in this thesis but are involved in DRR processes, this thesis in a way excluded them and did not put so much information about their engagement into DRR. Therefore, even though most probably some similarities will remain, their roles, motivation and the level of contribution may be cut it a bit fine.

There are so many variables even in one stakeholder and the concept, only partial analysis could be done. There is a strong need for a detailed analysis on stakeholder engagement strategies in DRR field.



CHAPTER THREE

RESEARCH FINDINGS

This section will present the results of semi – structured interviews conducted between February 2019 and middle of May 2019 with relevant stakeholders from public, private and civil society sectors. Based on the results, this section will be maintained as follows: first the answers of respondents to the interview questions will briefly be given with some quotations from interviewees. Then the main themes attained from categorizations of the interview answers will be explained in a detailed way. The findings explore stakeholders’ understanding of risk and disaster risk reduction in Turkey in general, as well as their attributes and motivations which are also affected from different factors. The results of the interviews also provide information about the challenges faced by the stakeholders in collaborative efforts. The findings were also supported by input acquired from the documents about concepts and stakeholder approach. As use of Grounded Theory, the researcher kept analyzing the data during the data collection period (Corbin & Strauss, 1990).

3.1. FINDINGS FROM INTERVIEWS

The first part of the interview questions focused on understandings of risk and disasters in cities, as well as perceptions about the DRR in Turkey. As mentioned in the previous sections, questions were tailored depending on the sector, but were adhered to the main objective and the same theme. The following questions were asked to the interviewees in part one (*part 1 - Disaster, Risk*):

- How do you define “risk” in disasters? Which rank is “risk reduction” in your priorities?
- What is the biggest barrier about disaster risk reduction efforts in cities? Do you think that disaster management system in Turkey is centralized? What are the advantages / disadvantages of this structure?
- Who are the most important stakeholders in Disaster Risk Reduction and why?

The answers to the first question about risk revealed commonalities among opinions of stakeholders. The answers associated risk told there it is not a natural phenomenon but is directly related to people’s coping ability. A public sector

representative from Municipality in Izmir said, *“I think of disaster risks as a combination of possibility of hazards and how we react to these disasters. The more level we are prepared, the more we have possibility to deal with them”* (P4, personal communication, April 8, 2019). A representative from private sector stated that it is a combination of being not prepared and possibility to giving harm to the both social and natural environment (PR2, personal communication, March 29, 2019). Similarly, a representative from civil society sector touched upon the ‘vulnerability’ of people to the potential hazards: *“we think of hazards first. Then we should see how vulnerable we are. We should decrease our vulnerability, then should connect it with hazards’ potential damages. Combining them will give us a risk”* (CS2, personal communication, April 10, 2019).

The interviewees were selected from sectors who have already been involved in DRR-related activities, hence the answers to this question tells that the stakeholders have some understanding of disaster risks which are aligned with its explanation in the literature (please see Section 1.1.1. for definitions of “risk” in disasters).

The responses to the second part of the first question differed according to the sector. Public sector representatives were more aware of the necessity to work in DRR. Especially the answers given by AFAD were aligned with their vision and missions explained in previous sections (P1, P2). The respondent from Governorate of Istanbul had a very quickly reply to the question: *“First. Definitely first. In fact, in our project ISMEP, our aim is to minimize risks to build safer buildings for every people. Istanbul needs risk reduction efforts and should be prepared for disasters”* (P5, personal communication, February 23, 2019).

According to respondents from private sector, risk reduction is still a crawling concept. A representative from a technology company, who has close contacts with humanitarian NGOs and the state said: *“We have different projects with other sectors. However, we do not put risk reduction as our focus yet. The dynamics in the market and how the other sectors approach to us determine our work. When we see we will create value, we enter into collaboration, but our works are not based on risk reduction. I think we will need more time to have this concept as our priority”* (PR2, personal communication, March 29, 2019).

The response from civil society sector involved the context that the civil society in Turkey is surrounded: *“We live in risk society. Especially risks in bigger cities are increasing day by day. We also want to work about disaster risks. Nonetheless, it is also about how the government will put organizations and institutions. We don’t have the power the state has. Therefore, we should work together with other partners. Then we can reach fruitful results”* (CS7, personal communication, April 19, 2019). Another civil society representative criticized state for her contradictory acts on risk reduction: *“Even if we give efforts for disaster risk reduction, state’s acts can easily hinder our efforts. It is very difficult for us to make advocacy on this. Think about zoning forgiveness. On the one hand the state agencies highlight risk reduction and give efforts for urban renewal, on the other hand they forgive many risky buildings. When the case is like this, it makes us difficult to act for DRR, even though we put the subject as our priority”* (CS6, personal communication, April 27, 2019).

Regarding questions about barriers, representatives from private sector and civil society sector gave similar answers. A respondent from telecommunication sector stated *“there are some layers on barriers. Firstly, we live in a country who has fatalist as well as paternalistic culture. This being the case, people in general either expects some acts from government or approach potential disasters as supernatural phenomena. However, I can say that more than fatalism, we have paternalism. Preventing and reducing disasters are the task of government. This is a big challenge because it is about the matter of priority.”* (PR10, personal communication, April 15, 2019). Civil society representative gave the following answers: *“the biggest challenge is that in cities, especially in mega cities like İstanbul, there are various sectors and hundreds of actors who have their own interest. These interests are sometimes totally against potential efforts in DRR. Nonetheless, we as different sectors even do not come together and discuss what can be done. We don’t know what others are doing. This is a big challenge”* (CS4, personal communication, April 7, 2019). Public sector made both self-criticism and general criticism about barriers: *“We have problems to explain how important it is to work on reduction issues. As state agency, we have an important coordination role, but other agencies should also show their enthusiasm to work on this field. Moreover, we try to push people to be volunteers in different fields, but their*

priorities are different, so they do not get involved.” (P2, personal communication, February 2, 2019).

The answers given by private and civil society sectors to the third and fourth questions are both similar to each other, and already mentioned in their answers to the second question. Their main idea was that if the state does not act proactively and collaboratively especially in significant issues such as preventing illegal construction, enacting and following up the implementations of building codes, then efforts of other actors will be inadequate. Civil society had more concerns on centralist structure: *“cities are complex. If a disaster occurs, even state buildings and public officials will be affected. Dependency on one resource would create unimaginable negative impacts. We have resources, they have resource. Why not we come together in a regular basis, share our experiences, competencies and act collaboratively? State has power, we have dynamic structure. We always tell them that they should use us. Our volunteer work and experience in the field in districts of cities will be beneficial for all. Let us to do operational work based on their guidance” (CS5, personal communication, April 19, 2019).*

Representatives of state agencies said that they are trying to figure out how they can create platforms which enable other sectors to convey their voices. A representative from AFAD said: *“We live in a country whose geography and culture are diverse but also open to threats. Consequently, as a state we would have some power and control over implementation. There are several dimensions in decision-making, therefore we should also consider these dimensions. We are also aware that we cannot act alone. In fact, as AFAD we have so much responsibility and tasks on our shoulder. We would like to see private sector to be more sensitive about disaster risks and use their ability to spread out the information on the significance of the subject. Similarly, civil society should act as a facilitator role, provide us their local knowledge and voluntary service in DRR efforts” (P1, personal communication, February 2, 2019).*

The second part elaborated the main motivations of stakeholders affecting their decision in engaging in collaborations. The questions also included questions about experiences of actors in collaboration efforts. Below are the main questions asked in the second part (**part 2 - Collaboration, Motivation**):

- What are your main collaboration efforts in DRR?
- What are your motivations affecting your decisions to be involved in collaborative DRR efforts?
- What kind of responsibilities do you think your organization has towards other actors?
- What is the biggest obstacle to working with civil society/private sector/public sector? What is the greatest contribution of working with civil society/public sector/private sector?
- How do you see trust? Which actor do you trust more, why?
- Based on your previous experiences, what are the fundamental challenges, main gaps in collaborations?
- What are some of the important factors that influence the success of collaborations?
- Do you think that you could reach a common objective in previous collaboration works? Why/why not?
- In general, why do you think organizations collaborate?

The researcher aimed to shape the second and the following questions based on actors' own experiences in DRR. Therefore, she first asked a question about actors' own efforts in DRR. Public sector representatives stated that preparing strategy documents and guidelines, by taking consultation from different sectors are one of the important tasks they maintain. Additionally, one respondent from AFAD said: *"National disaster risk reduction platform will meet in following months. It was first intended in 2011 but could not be realized. This platform will provide a great opportunity for people from different sectors to have a say in DRR efforts. I believe AFAD will provide information sharing and joint act through this platform"* (P1, personal communication, February 28, 2019). Private sector touched upon their works on corporate social responsibility and their efforts for business continuity plans. A person in managerial position in conglomerate company said *"Our corporate responsibility projects provide information dissemination to the public. Moreover, it creates value for our company which we should not undermine its importance in today's world. We also get a chance to inform our own employees about the*

importance of reducing and preventing risks. For business continuity plans, we work with experts and sometimes contact with non-governmental organizations.” (PR6, personal communication, April 7, 2019).

From the second question onwards, each sector has provided their own perspectives to the questions. To the question about motivations affecting their decisions, representative of AFAD gave said: *“The current system in the world, land Turkey which support integrated disaster management, together with increasing risk in urban areas push them to have more contact in other stakeholders. We are one of the signatories Sendai Framework whose one of the priorities is strengthening disaster risk governance. In 2017, we even hosted European Forum for Disaster Risk Reduction. Therefore, collaboration has become not only motivation, but also necessity for us. The other motivation is to benefit from other actors’ resources such as financial resources of the private sector and ability of civil society to reach most levels of the society; and use both time and their own resources efficiently”* (P2, personal communication, February 2, 2019).

Private sector’s response was based on two reasons: networking and value creation. A representative from a supply chain company said, *“Our source for motivation comes from our desire to add value to our services, and to diversify our networking”* (PR 9, online communication, April 7, 2019).

Civil society is very much interested in working with other stakeholders to attain legitimacy. Civil society representatives also put emphasis on their desire to be heard and to take part in decision making process in their own fields.

The above motivations are also affected from various factors such as the political – administrative system, responsibility sharing, priorities, participation, common objectives, which will be explained in following parts of this thesis (please see next section for detailed information.).

The question was followed by what kind of responsibility they feel themselves towards other actors. For the respondents from public sector see their main responsibility as security, coordination and monitoring, whereas private sector representatives see their sector as fund providers, disseminator of information with their PR abilities. Civil society sector representatives put emphasize on their dynamic and mobile structures and sees themselves as a bridge in the field of DRR. Each

stakeholder shared their opinions about working other sectors and stakeholder. Private sector was the most optimistic sector about collaboration. All respondents from private sector stated that they work with both public and civil society sectors coherently. This is reflected in their trusts towards another sector. A representative of Telecommunication Company asserted: *“We have never had a problem in neither public nor civil society partners. Even so, we feel more comfortable while working with public sector. Public entities understand our concerns in specific issue. Civil society is also very sympathetic in many cases but are more sensitive and sometimes may have conflicting ideas with the state, in which we do not want to be involved”* (PR10, personal communication, April 15,2019).

Civil society representatives presented some doubts about issue of trust. Their concern was mainly about being involved in discussion platforms and decision-making processes. This lack of involvement, according to a representative of humanitarian organization, automatically influences efforts for reaching common objective negatively. He said: *“We should ask ourselves why organizations collaborate. We would like to collaborative because we live in similar surroundings. It is very clear that potential disaster will eventually affect all of us. We would like to collaborate because we believe in and need win-win situations. This is realized only if relevant actors come together”* (CS1, personal communication, April 5, 2019).

3.1.1. Analysis of Interviews and Document Analysis

Based on the responses to the aforementioned questions, the researcher drew upon the following categorization of the themes that appear as factors affecting stakeholders’ motivations for collaboration: (i) contextual factors, (ii) inter-organizational factors and (iii) inner-organizational factors.

The first type of factor indicates the political and administrative setting that can enable or impede collaboration whose control by one actor is not easy. In the second type of factor, partners can influence each other’s inter-organizational characteristics. The third factor is related to the own resources of each stakeholder. These factors enabled the researcher to elaborate the barriers of and benefits in collaboration efforts. They are also supported by document analysis, whose references will be given under the explanation of each factor.

Table 10: Factors Creating Barriers and Benefits in Collaboration

Variables	MAIN CATEGORIES			SUB CATEGORIES
	Contextual	Inter-organizational	Inner-organizational	
Barriers	Political - Administrative System Attributes, Disunity among state actors	Lack of Effective Platform/Alliance	Priorities	
		Identification of Role and Responsibility		
		Trust and Control Dilemma		
		Lack of Shared Objective		
		Lack of Participation		
		Information Non-Sharing		
Benefits	-	Utilization of Complementary Core Competencies	Value creation	
		Sharing Responsibilities and Risk to Feel Secured	Managing the demands in most effective way	
		Providing Virtual & Face- to-face Networking Opportunities		
		Leverage Resources, Manage Costs		



Main References Used for Categorization		
Contextual	Inter-organizational	Inner-organizational
<u>Hermansson</u> , 2017; <u>Altay and Labonte</u> 2014; <u>Murdie</u> 2012; <u>Moshtari</u> M. and Paulo, G., 2017	<u>Alison</u> et al. 2015; <u>McLachlin</u> and Larson 2011; <u>Bharosa</u> et al. 2010	<u>Balcik</u> et al. 2010; <u>Sanchez</u> and <u>Medina-</u> <u>Borja</u> 2008; <u>Tchouakeu</u> et al. 2011; <u>Bharosa</u> et al. 2010

3.1.1.1. Barriers of Collaboration

* Contextual Barriers

• Political - Administrative System Attributes

Results of the interviews indicate that the political and administrative system and the disunity among state actors affect the motivations for stakeholder engagements and appear as a barrier in contextual category.

Table 11: Political - Administrative System Attributes

CONTEXTUAL BARRIER			
Political - Administrative System Attributes			
Sector	Indicated Response	Perceptions	Inference
Public (P)	<i>"When the system changed, AFAD was given under Ministry of Internal Affairs. This made the situation worse, so potential joint-works. Other ministries started not to care us like they were in the past. The things got slower. We preferred to be as roof organization, because when disaster strikes, everybody is affected. We should have covered them all"</i> (P2, personal communication, February 8)	• Unclear position of AFAD • Disunity about different public sector actors • Entities' acts do not talk	The political and administrative system and the disunity among state actors, frequent change in interlocutors affect the motivations for stakeholder engagements and appear as a barrier for effective collaboration.
Private (PR)	<i>"So far we did not have problems with governments. In fact, we have very nice relationship. On the other hands, the constant change of focal points in the organization is time consuming and put some barriers on collaboration"</i> (PR1, February 02, 2019)	• Constant change in focal points: time consuming	
Civil Society (CS)	<i>"We had a very nice initiative for disaster risk reduction. There were representatives from all sectors. Regardless of our background, we came together for providing effective collaborations in disasters. However, state representatives became very skeptical about the presence of some of civil society organizations. Because their political outlook did not seem convenient for those of public, the state decreased its presence day by day. At the and, without a powerful and legitimate figure whose urgent claims are also listened by other local public agencies, our platform became ineffective."</i> (CS4, personal communication, April 7, 2019).	• Laws not covering policies, strategies for integration of local administrations. • Centralized structure of Turkey • State's skepticism	

Responses from all sectors indicated that there is a broad skepticism towards the current changes in AFAD's position. One responder from AFAD Headquarter (P2, personal communication, February 8, 2019) said that AFAD was under Prime Ministry and those days other ministries were quicker to reply their inquiries, because they were the ones who can easily call for efforts regarding disasters. She added that at least the perception was this and AFAD was acting as an umbrella organization. However, the change in the system affected them all.

Moreover, interviewees, especially those from the public sector conveyed their concerns about the disunity among different public sector actors, especially among ministries. In METU Roundtable Meeting, the representatives from Ministry of Environment and Urbanization and Chamber of Civil Engineers highly agreed on the fact that the current Disaster Law and the legislations do not cover the policies as well as strategies for integration of local administrations. They stated that when policies of governmental bodies do not talk to each and do not integrate local actors, then other actors have confusion about what to do, how to proceed in their works.

Interestingly, this concern was repeated during METU Roundtable meeting by another person who is from AFAD provincial directorate. This is also interesting, because statements of respondents clearly pointed out the power and the legitimacy of AFAD, which also gains from its ability to get response to its urgent claims. However, the above-mentioned point also brings the concern of whether AFAD is losing its legitimacy which probably negatively affects the DRR efforts.

The importance of internationally recognized documents, such as Hyogo, Sendai Framework, and their contribution to collaboration efforts, decentralization, and local empowerment has already been mentioned in previous chapters. However, the research also shows that these documents do not give information about how these focuses can be used in countries where the centralized administrative structure cannot be left easily (Hermannson, 2017). Interviewees from other sectors also touched upon the difficulties of collaboration centralized structure of Turkey's administrative system.

The concern of private sector was mostly related to the constant change in the focal points which they see as time consuming.

Civil society's concerns were more about their own involvement in different phases of disaster management. Their concerns, which also are explained in the

example quote in above table, can create some reactions from different stakeholders, create security concerns and complicates possible collaboration efforts (Murdie, 2012).

Their concern is also highlighted in the literature. According to Stephenson, the change in political agenda of the state representatives may have negative impact in engagement of different stakeholders (Stephenson, 2006). One point related to this is that, as one of the interviewees who took roles in strong projects in AFAD stated that even high-level positions in AFAD have been changed in a short period (P2, personal communication, February 8, 2019). She said the ex-president of AFAD Fuat Oktay was much more interested in strategy formation and risk reduction. However, the successor of him, who took the interim mission, did not give the importance to DRR: *“The current President in general is loved but he is also seen as too much operational person. He is humanitarian guy, not disaster management person.”* Especially when there is also a frequent change in interlocutors, especially in public bodies, the agenda may also shift. Together with the concerns about loss of legitimacy, quick changes in position and priorities which are not put with long-term and logical considerations shows the state entity’s partial use of intuitive reasoning, and points the challenge and negative effects for having long-term results in DRR.

*** Inter-Organizational Barriers**

- ***Lack of Effective Platforms/Alliance***

Interviews, document analysis or the events attended point out that the lack of effective platforms where several actors take roles and responsibilities in reducing disaster appear as a challenge for effective collaboration one of (Balamir, 2007).

The below table quotes the responses from stakeholders about necessity to have an effective platform.

Table 12: Lack of Effective Platforms/Alliance

INTER - ORGANIZATIONAL BARRIER			
Lack of Effective Platforms/Alliance			
Sector	Indicated Response	Perceptions	Inference
Public (P)	<i>"We are trying to follow international documents. Now we are working on national disaster risk reduction platform. Our local directorates also sometimes carry out meetings, but these are not regular"</i> (P1, personal communication, February 28, 2019)	Initiatives, but need for sustainability	Lack of effective platforms where several actors take roles and responsibilities in reducing disaster appear as a challenge for effective collaboration one of (Balamir, 2007)
Private (PR)	<i>"We have good projects with both public and civil society sector, however these are generally short-term oriented, for longer works we do not know who are the focal points we should contact with."</i> (PR, in phone, April 07, 2019).	Government as initiative Focal points	
Civil Society (CS)	<i>"Platforms are where we can exchange information, share our experiences and can come up with effective solutions. Actors have different competencies that they can complement each other. We have quick reach to the field when disaster strikes, but also we have the local knowledge, so we can direct local people and give advices to local authorities about specific reduction issues."</i> (CS5, personal communication, April 19, 2019).	Hardships in information sharing process & Core complementary competencies	

Most of the interviews, especially the representatives of civil society organizations claimed that absence of the effective use of platforms complicates the information sharing process (CS3, CS4, CS5, CS7).

Similarly, the non-governmental business organization highlighted that private sector has ability to direct their customers. He added: *"we have more than 40.000 members. Representing them in platforms in national sense, conveying their needs as well as transferring the output of platforms to them would bring positive outcomes. Local platforms are also where our most of SMEs can attend and take role in DRR"* (CS3, personal communication, April 25, 2019).

Especially National Disaster Risk Reduction Platform, which was established based on the request mentioned in Hyogo Framework for Action after the Economic and Social Council resolution 1999/63 and in General Assembly resolutions 56/195, 58/214, and 58/215, in order to provide inclusive place where representatives from governmental institutions, CSOs, private sector have a say in DRR efforts and contribute to decision making process (UN, 1999; 2004), was planned to provide more efficient and effective services with the participation of various stakeholders. The

Platform was set and mentioned in many documents such as Turkey Peer Review stated, and even the members were set and announced in 2011s, but it was not gathered and came up with solutions (Resmi Gazete, 2011). These platforms provide an opportunity for stakeholders to pool their resources as well as expertise; and to be informed about what other actors are doing. These platforms also carry importance for balancing of powers and enabling for improving the possibility of trust, which is considered as one of the most challenging factors for effective and efficient collaboration.

For instance, The Words into Action document prepared by ISDR as a practical guide mentions about national focal points whose main tasks are to provide coordination which acts as entry points. Through the platforms, for examples, representative of networks and focal points from various sectors, rather than individuals are able to come together and increase their possible collaborations in not only specific part of disaster management, but also in different field and make benchmarking as it is used in Gambia and United Arab Emirates (UNISDR, 2017, p.27). Thanks to the latest developments in the field, directive was issued by AFAD in December 2018 that envisages the gathering of National Disaster Risk Reduction Platform, there is a growing hope about collaboration (AFAD, 2018).

- ***Identification of Roles and Responsibilities***

Almost all interviewees and events attended clearly reveal that the public sector cannot clearly identify and indicate when and how the other sectors shall be involved in disaster management efforts.

Table 13: Identification of Roles and Responsibilities

INTER - ORGANIZATIONAL BARRIER			
Identification of Role and Responsibility			
Sector	Indicated Response	Perceptions	Inference
Public (P)	<i>"It is sad from our side that other sectors are not so interested in learning their roles which we are indicated in different in national plans"</i> (P3, online, April 8, 2019)	Wish from other sectors to be more interested in plans of the state.	The public sector cannot clearly identify and indicate when and how the other sectors shall be involved in DM efforts. Lack of information and identification push people to use their intuitive reasoning, estrange them from making rational decisions and to act individually.
Private (PR)	<i>"If there will be a joint-work, then it is important to identify roles beforehand. Nonetheless, more importantly actors should need some time to understand and what exactly their roles are"</i> (PR3, online communication, April 8, 2019).	• Need of time for each actors to understand their roles • Information non-disseminated	
Civil Society (CS)	<i>"Coordination and command are two different things. However, in Turkey, public authorities misinterpret coordination with command. Even though some public institutions have coordination role, they have tendency to give commands which creates obstacles for effective role share. In fact, this is very broad into the organization."</i> (A1, personal communication, December 12, 2018).	• Existence of Coordination vs. Command dilemma • Unshared roles	

This lack of information and identification push people to use their intuitive reasoning, estrange them from making rational decisions and to act individually. Despite some of the roles have already been stated in such documents (UDSEP National Earthquake Strategy, TAMP Turkey Disaster Response Plan), especially CSOs are mostly in supportive role, but the question of "how" still is not explained in a detailed way, and is not shared with other actors. This may give way for potential time losses and de-motivation among actors.

In cities flood basins, loosely grounded areas, areas that are not very suitable for settlements such as arable land, low cost, excessive rent income, and political interests, such as unplanned and unintentional living spaces are converted into living spaces.

This results in areas where there was no risk before, suddenly turning into areas with huge risks. Again, unplanned industrialization, lack of control of resources are the realities of the present day (Kanlı and Ünal, 2011: 105). In case of a disaster, these realities will have an impact on everyone in cities. Therefore the necessity of the clear role distribution between the three different sectors is a reality, but possible duplications and unreasonable distribution in the tasks of the intra-sector parts can lead to more serious problems especially in reactive phases. As indicated in Centralized

Disaster Management Collaboration in Turkey (Hermannson, 2017:41), although municipalities are responsible for managing structural members (building inspection, planning), governorates are kept responsible for crisis coordination immediately after earthquakes, such as the case of Van in 2011. Owner of the construction company, who have expertise in disaster response buildings stated that division of roles are extremely important. Quantifying inventories, taking stocks are in the hand of municipality and local mukhtars. Therefore, he added that they should take this task, use the coordination center; governorate should be the actor may facilitate acquiring resources; municipalities should be the actors who know the area and can make plans for possible disasters together with AFAD. In order these to happen, first roles should be clarified and time should be given for each sector to digest the tasks they are responsible of. In fact, relationship building and collaboration requires some time for each actors (Tomasini, 2009).

One expert having worked different civil society projects told that there is a common misunderstanding about coordinating roles. The one of the reasons why such plans like TAMP, UDSEP mention about CSOs as only “active participation of CSOs” is the fact that in fact public bodies do not have a knowledge and interest in real roles of CSOs. At that point, all stakeholders should need to be supportive and encouraging, and their role and responsibility in different field such as community mobilization, logistics supply, information dissemination, trainings, service operation, and rescue should be distributed in a correct, fair way.

One of the most interesting findings of the interviews is that the stakeholders may not be even aware of their roles in disaster risk reduction efforts. This should not be related only to ‘reluctance’ of info-sharing, but also it is very much connected to correct use of communication. Additionally, for instance the owner of the consultancy firm, which works with both public agencies and civil society, stated the information sharing should not only be thought between different sectors. One of the problems is the barriers occurring among same sectors, such as ministries. She added, *“There are many plans, or laws/regulations defining the roles of various actors, but dissemination of these information is not sufficient. I even remember a public official who has high-level managerial position, but who does not know her/its own task sufficiently. How can this person create an effective and efficient collaborative environment?”* (PR1,

personal communication, February 2, 2019). Consequently understanding and allocation of clear roles become significant parts of collaboration efforts (Thevenaz and Resodihardjo, 2010; Jha and Stanton-Geddes, 2013).

• **Trust and Control Dilemma**

Two crucial points in collaborating in response and recovery phases of disasters are trust and control (Kalkman, J.P and Waard, E.J, 2017; WWF, 2000). The role of a trust in collaboration efforts can also be understand in pre-disaster phases, whose importance has been increasing with increasing awareness and experience.

Regarding control, it is needed for securing the controllability, and trust is needed in order for partners to be ready for any sudden changes and uncertainties (Kalkman, J.P and Waard, E.J, 2017).

Table 14: Trust and Control Dilemma

INTER - ORGANIZATIONAL BARRIER			
Trust and Control Dilemma			
Sector	Indicated Response	Perceptions	Inference
Public (P)	<i>“As a state agency we do our best to collaborate with different sectors. Even in TAMP, one of the main solution partners in energy is private sector. We work them in local level too. For civil society organizations, we also do not put a distance between them.”</i> (P2, personal communication, February 28, 2019).	• Same level of trust to both private and civil society • Legitimacy needed	Each of the sectors interviewed have both common and different opinions in the issue of trust.
Private (PR)	<i>“Works are done much faster and be reliable when there is a governmental body in the collaboration”.</i> (PR4, personal communication, April 13, 2019).	• More trust to the state	
Civil Society (CS)	<i>“State entities present instable attitudes, therefore it sometimes affects our trust to the state, but at the end collaboration with reliable bodies would bring positive results.”</i> (CS5, personal communication, April 19, 2019).	• No change in trust to public vs. private sector • Desire to work with the state	

The responses to one of the interview questions “How do you see trust? Which actor do you trust more, why?” show that each of the sectors interviewed have both common and different opinions in the issue of trust. For public sector, trust to both private sector and civil society is almost the same level. If their potential partners are legitimate and have some successes in their own work, public sector welcomes any collaboration. Nonetheless, one of the experts whom the researcher made an interview

stated: *“I have been involved in many different projects both in civil society and public sector. Public sector put ostensible difference with civil society. They made selection based on the civil society’s political attitudes and previous experiences.”* (A5, personal communication, February 14, 2019).

In the private sector, almost all respondents stated that they have more trust in state actors than civil society organizations. One technology firm working with disaster NGO told that they feel comfortable both with public sector and civil society sector, but at the end they will feel more comfortable to market their works by mentioning state actors (PR2, personal communication, March 29, 2019). In civil society sector, sector representatives expressed their high intentions to work with public sector, but also made criticisms over state’s instable and unbalanced attitudes toward collaborations. Despite of these criticisms, all interviewees conveyed the necessity of joint-works and their wishes to get into collaborative efforts with other sectors if their own conditions are met.

- ***Lack of Shared Objective***

In collaboration settings, understanding core competencies of partners, reaching and developing common objectives are dynamic and necessary for effective collaborations (Caplan, K. and Jones, D., 2002).

Table 15: Lack of Shared Objective

INTER - ORGANIZATIONAL BARRIER			
Lack of Shared Objective			
Sector	Indicated Response	Perceptions	Inference
Public (P)	<i>"One of the reasons of missing common objectives – if any – is most probably the lack of listening to each other."</i> (P6, personal communication, February 22, 2019).	Need for listening to each other (no clear responses)	Inability to reach not only common objective, but to "take action" based on the objective. Operational picture is missing.
Private (PR)	<i>"In most the partnership we have been involved in, we were able to use our competencies in an effective way. We did our best, but we did not discuss with our partners how we can make this partnership future oriented and use for different efforts."</i> (PR2, personal communication, March 29, 2019).	• Core competency is necessary, but lack of future-oriented approach	
Civil Society (CS)	<i>"I do not want to be so pessimistic about reaching common objective, because some of our small projects were accomplished because we adopted the objective. However, these were small projects. For bigger and sustainable works, we should definitely give more efforts for common objective"</i> (CS1, personal communication, April 5, 2019).	• Short-term oriented	

Understanding core complementary competencies is important because it would also bring value to another partner. For instance, states may not be able to follow technological innovations which can have roles in disaster management, and private sector can provide a necessary knowledge that will enhance the effective operations (Wang et al., 2016).

An expert interviewed stated: *"without reaching common objective, the collaborations remain short-term, but reaching is not sufficient. Action should be taken. To take effective actions, understanding which stakeholder contribute about what should be understood. I think the reason why many partnerships were not so successful lies behind their inability to reach a common objective."* (A5, online communication, February 14, 2019).

Respondents from private sector had positive approach in reaching common objectives. For them, it is important to understand which core competency can be used in different collaboration efforts.

Once stakeholders reach common objectives, then the operational picture is drawn. This is also missing in Turkey's context. There are no guidelines in setting up regional and common operational pictures for DRR. Therefore, each region, city, district use its own system. Coles and Zhuand (2011) names this as a barrier of "development of a common operating perspective". Without identifying similarities in objectives, in fact with no convergent objective, the collaboration efforts remain incomplete. Not only objectives, but also the measurement of success differs in different actors which makes it difficult to create common operating prospect.

- ***Lack of Inclusion***

Even though public state representatives kept stating the significance of the inclusion of other sectors especially civil society sector, not all other stakeholders thought in a same way. As mentioned in Section 3.1., some of the representatives of civil society think that they are not actively involved in DRR efforts, specifically decision-making process.

Table 16: Lack of Inclusion

INTER - ORGANIZATIONAL BARRIER			
Lack of Inclusion			
Sector	Indicated Response	Perceptions	Inference
Public (P)	<i>"We need more platforms, but other sectors should also give more attention to our calls and show that they are interested in."</i> (P4, phone, April 8, 2019).	Not a significant concern	Non-involvement is mostly seen as a concern of civil society organizations
Private (PR)	<i>"DRR is a relatively new issue, so being or not being included does not affect our operations or future plans"</i> (PR, online communication, April 7, 2019)	DRR is new issue > will not affect the plans	
Civil Society (CS)	<i>"Local actors reach the field, know the area, mobilize people. Despite this, we even could not get neither support nor the recognition from responsible disaster agency. We are the implementers, but they do not use us"</i> (CS 2, online, April 10, 2019).	• No involvement of CS in decision making, get support from the state	

Especially in local level, it has been seen that many local actors do not recognize the legitimacy of civil society, nor especially the decision makers do not give enough power or attention. In interviews carried out with civil society and as mentioned in the article “Kernels of change: civil society barriers to state strategies for recovery and risk reduction in Turkey” (Johnson, 2011), local initiatives do not get any support from disaster agencies. Pearce, L. (2003), in his article “Disaster Management and Community Planning, and Public Participation: How to Achieve Sustainable Hazard Mitigation”, verify the idea that many stakeholders have become uncomfortable not being involved in both decision - making and planning process.

This non-involvement is mostly seen as a concern of civil society organizations, which are not only disaster-specific but include diverse amount and type of disaster who have roles in both local and national level. Most of these various civil society sector members in fact are very much capable of establishing as well as maintaining bonds which creates trust, increases social capital, and takes part in resiliency (Aldrich, 2014). Moreover, this increase in bonds between members of the community renders individuals to perceive risk and push them to take necessary precautions/pre-actions by giving them motivation (Dynes, 2006).

On the other hands, private sector representatives did not mention this fact as a “concern” like civil society did.

- ***Information Non-Sharing***

The lack of information sharing between stakeholders appear as a barrier for collaboration. The issue of information sharing should not be thought under DRR field, only. In fact, collaboration initiatives in all phases of disaster management faces this problem. Ideally, all actors should be open about the amount, name, quality of the resources they have, and should share with other actors to reach optimum operational preparation. Nonetheless, as a participant from Istanbul Metropolitan Municipality of the disaster event in Marmara University said: *“Many people may think that being a public official enables us to get information easily. This is not true. We as governmental officials are very far from each other and sometimes may be skeptical towards other”*. During that event, some actors even from the same sector was not aware of their projects. One of the experts interviewed interpreted this as *“the issue is*

also related to the fact that the institutions and organizations do not think of the future benefits of information sharing afterwards. They are not motivated to learn and share” (A2, personal communication, April 12, 2019).

Table 17: Information Non-Sharing

INTER - ORGANIZATIONAL BARRIER			
Information Non-Sharing			
Sector	Indicated Response	Perceptions	Inference
Public (P)	<i>“Many people may think that being a public official enables us to get information easily. This is not true. We as governmental officials are very far from each other and sometimes may be skeptical towards other.”</i> (P5, personal communication, February 23, 2019).	Acknowledging the difficulty and reluctance of information sharing	Collaboration initiatives in all phases of disaster management face this problem.
Private (PR)	<i>“We do not have a problem with public sector, both you can easily understand their careful stance, but it can be understood – but doesn’t change the reality that they are not keen on sharing”</i> (PR6, online, April 7, 2019)	Public sector as non-sharer	
Civil Society (CS)	<i>“Not only public sector, but also private sector hesitated to share information with us. They are most cautious about our legitimacy.”</i> (CS2, online, April 10, 2019).	Limited access to information from both public sector and private sector	

Unfortunately, all sides, especially private sector and civil society sector representatives have complained about the reluctance of the public sector reports, budget. For instance, several academicians in the events held in İstanbul stated in different times that the information about the budget allocation is not clearly shared. This was also claimed by one of the experts/academicians who also took part in collaborations in business resiliency: *“our access to information is limited. The allocation of the budget is problematic. It is very difficult to receive information about budgets spent in disasters”* (A1, December12, 2018).

Some private sector members are also quite hesitated to share the details of their investments. Civil society sector has the most flexible structure in terms of information sharing. However, because the level of power of civil society in general is not as high as public sector in Turkey, their information does not provide so much input for decision making and taking action. This situation also motivates respective stakeholders to focus more on short term objectives, since the low information sharing hinders long term-oriented collaborations (Kristoff, M. and Panarelli, L., 2010).

Sharing lessons learnt and presenting good practices also enable people involved in the efforts to criticize themselves and act accordingly in the future. Moreover, they can also be transferred to staff that replaced the current people, as well as they can be shared with other external partners. These lessons may also give some recommendations about possible collaboration efforts. In 2005, the White House launched a report containing lessons learnt from responding to Hurricane Katrina. Out of sixteen lessons, thirteen contained at least one of the following: collaborate, coordination, joint, and integration (White House, 2005). These kinds of documentations pave way for understanding critical success factors (CSFs) as well as reasons of failures that enable people to make reliable estimations for future. Additionally, providing lessons learnt and good practices which are better if they can be quantifiable, data-based, and also work for implementing follow up mechanisms.

*** Inter-Organizational Barriers**

- ***Priorities***

Stakeholders have different priorities in daily strategies and operations. There are several concerns of actors rendering them to change their priorities, such as concerns about possible bureaucracy in case of collaboration, potential costs or leaving behind from the market trends (Balcik et al., 2010; Campell and Hartnett, 2005). The change in their priorities varies depending on the context, type of the sector, their area of focus as well as their motivations.

Table 18: Priorities

INNER - ORGANIZATIONAL BARRIER			
Priorities			
Sector	Indicated Response	Perceptions	Inference
Public (P)	<i>“For us, the priorities between national entities and local entities are also different. This is a barrier for us too. First we should align our priorities with other governmental entities too”</i> (P2, personal communication, February 2, 2019)	Necessity to have internal alignment Difficulty to take the attention of private sector	Select topics outside “Disaster” or “specific” stages of disaster (response, recovery etc.)
Private (PR)	<i>“We do not have a problem with public sector, both you can easily understand their careful stance, but it can be understood – but doesn’t change the reality that they are not keen on sharing”</i> (PR6, online, April 7, 2019)	Value dimension Brand value > increase in employee motivation & commitment. Economic conditions State’s encouragement is missing.	
Civil Society (CS)	<i>“Not only public sector, but also private sector hesitated to share information with us. They are most cautious about our legitimacy.”</i> (CS2, online, April 10, 2019).	short-term oriented	

The interview results show that priorities have two types. The first type is to select topic directly outside disasters, whereas the second type prioritizes ‘specific’ stages of disasters (reduction, response, recovery etc.)

For instance, the representative of one of the multinational conglomerate company stated that they have two points they consider before entering into collaboration with different stakeholders: advertisement and motivation. He, added, *“The type of advertisement has considerably changed in recent years. Now protection of nature, being eco-friendly, thus ‘sustainability’ is one of the main focuses. It is because they make the output not only a ‘product’, but the value. This value affects our relationship not only with external stakeholders, but also internal stakeholders such as our employees. We have seen that employee commitment increases when these types of brand value are acquired. This situation occurs as both motivation but also priority. On the other hand, despite the fact that as a company we give so much importance on disaster risk reduction, now we are not able to give more efforts since the economic conditions do not let us to put one more priority. However, we believe that nature protection and sustainability already contribute to disaster risk reduction efforts”* (PR5, personal communication, April 07, 2019). At the end of the interview,

he also mentioned about that the state should have more encouraging role and should inform private sector about the concept more. It is because private sector in fact is very open to new concepts as far as they contribute to their brand value. *“We even have a ‘citizenship department’ where the staff search trends and look at the provisions of the studies in the regulations”*.

On the other hand, representative in the logistics operations of one of the biggest logistics companies in the world said that they are strongly aware of the possible effects of disasters; therefore, they put disaster as a priority. Yet, he also added during the interview that this is because they are also strongly depending on natural conditions in order to maintain their operations. It made them push, together with motivation for contributing to the society and led them to be in collaborations with civil society and the state: *“This collaboration both increased our value since we feel satisfied to contribute, also strengthened our ties with other actors. Logistics companies, in times of disasters, must work hand in hand with governments. We are aware of it. What is more, we thought we should not leave it to chance, because if there is possibility, then it happens. This strong thought created a bonding experience among sectors. Public sector is satisfied because they know that private sector has a lot of resources and financial power (for the companies like us, not SMEs), civil society sector becomes very encouraged as they can gain legitimacy by being in the collaboration with both public and private.”* (PR6, personal communication, April 11, 2019).

3.1.1.2. Benefits of Collaboration

The findings did not involve barriers, only. Instead, it was understood that there are high number of actors who are eager to get into collaboration and see well-designed collaborations as opportunities. On the other hand, the overall comments made regarding benefits were considerably lower than the barriers.

The answers given by responders did not touch upon benefits that would fit under contextual category. Therefore, the benefits are handled by looking at inter-organizational and inner-organizational factors. Below the major findings that show the pivotal roles of collaboration are elaborated.

*** Inter-Organizational Benefits**

● ***Utilization of Complementary Core Competencies***

Collaborations not only provide general results, but also enable for each stakeholder to reveal their potential and demonstrate their core competencies in joint-efforts. As mentioned in first parts of the thesis, almost all stakeholders agreed on positive outcomes of collaboration efforts because in a good collaboration, they can also use their competencies and make practice on them.

Table 19: Utilization of Complementary Core Competencies

INTER - ORGANIZATIONAL BENEFITS			
Utilization of Complementary Core Competencies			
Sector	Indicated Response	Perceptions	Inference
Public (P)	<i>"As public officers, we definitely need collaborating both with private sector and civil society sector. Private sector is dynamic and open to different ideas. Plus, they are the ones providing innovation, which is inescapable word in today's world. Civil society, on the other hand, is venturesome in nature and has ability to reach even the smallest areas with its mobilized structure".</i> (P1, personal communication, February 28, 2019)	Private sector is open to innovation & dynamic. Civil Society is mobile	Strengthen encouragement for other actors
Private (PR)	<i>"We are very interested in working on new subjects which also provide added value to the society. Innovative ideas which enable us to use our competencies are important and we are open to it"</i> (PR5, personal communication, April 07, 2019)	It provides a space for innovation State's encouragement is missing.	
Civil Society (CS)	<i>"I wish we had much more partnerships with other sectors. For us it is a great opportunity to use both our competencies and our legitimacy. We have already been working with private sector, but working with public sector of course can bring legitimacy while using our competencies"</i> (CS4, conducted in phone 07/04/2019)	Both core competencies are used, and Legitimacy increases and possibility to be included in decision-making Add value to the services	

- ***Sharing Responsibilities and Risk to Feel Secured***

“Sharing” is one of the essential elements of collaborations. This sharing involves both risk and responsibility.

Table 20: Sharing Responsibilities and Risk to Feel Secured

INTER - ORGANIZATIONAL BENEFITS			
Sharing Responsibilities and Risk to Feel Secured			
Sector	Indicated Response	Perceptions	Inference
Public (P)	<i>“We are motivated to act together, but it is beyond motivation; because global documents highlight this necessity, so it has become more than just motivation for us” (P2, personal communication, February 08, 2019).</i>	Not only motivation, but also necessity - adopting global initiatives	Selection of partner is important & Hesitation is less when the amount increases
Private (PR)	<i>“It is highly risky for us. Therefore we try to be careful in selecting our partners. Sometimes more than 2 partners can increase the feeling for security for us” (PR7, online, April 15, 2019)</i>	Partner selection and the amount is crucial	
Civil Society (CS)	<i>“Civil society in its nature, should not act alone. This brings us the feeling of safety and responsible share” (CS7, personal communication, April 19, 2019)</i>	State is a securing force	

As the above table shows, if the role and task distributions are made clearly, then sharing responsibility and risk appears as an opportunity for each stakeholder and in fact, it comes out as a driver for being part of collaborations. Especially in a country where the state is seen more reliable and working only with civil society organizations is not so much preferred, cross-sector collaborations provide feeling of security. Especially for smaller companies, being part of collaboration where one of the actors is government institution is more encouraging.

- **Providing Virtual & Face-to-face Networking Opportunities**

Use of platforms, meeting new actors from different sectors paves way for new collaborations which may be related to disaster or other subjects.

Table 21: Providing Virtual & Face-to-face Networking Opportunities

INTER - ORGANIZATIONAL BENEFITS			
Providing Virtual & Face-to-face Networking Opportunities			
Sector	Indicated Response	Perceptions	Inference
Public (P)	-	-	New collaborations & spin-off partnerships, Local development
Private (PR)	<i>"Any platform where we can show out competencies and learn the works of people from other/same sector are benefit for us"</i> (PR9, phone, April 7, 2019)	Reaching people from different sectors and increase possibility to work in different fields Benchmarking	
Civil Society (CS)	<i>"We had a very nice platform where mostly NGOs but also people from other sector used to join. It provided great networking with diversified actors for micro-project initiatives too. We need something specific again"</i> (CS4, phone, April 7, 2019)	Diversify networking	

As Innes & Booher mentions, the new collaborations and spin-off partnerships are likely to emerge in disaster settings (Innes and Booher, 1999). They also state that it enables stakeholder to transfer their knowledge between each other (Innes and Booher, 2000). It also goes beyond disaster-related joint-works; rather, it takes some steps for local development by providing opportunity for new partnerships in different fields related to local development (ODI, 1999).

- **Leverage Resources, Manage Costs**

One of the opportunities attained from cross-sector collaboration is the possibility to leverage resources.

Table 22: Leverage Resources, Manage Costs

INTER - ORGANIZATIONAL BENEFITS			
Leverage Resources, Manage Costs			
Sector	Indicated Response	Perceptions	Inference
Public (P)	<i>"As a state, what we need is to secure our time and use the resources efficiently. This use also includes bringing other partners' resources and make effective distribution of tasks with these resources"</i> (P5, personal communication, February 23, 2019)	Benefit from resources and save time and own resources (financial, mobilization etc.)	From all resources, "time" is seen a great resource that should be managed effectively
Private (PR)	<i>"Collaboration provides us to use our resources in right place and a correct way. For instance, especially in operations, civil society provides much more information which prevents us to use that resources. Time efficiency is great output for us"</i> (PR3, online, April 8, 2019)	Civil society contribution	
Civil Society (CS)	<i>In many meeting, we observe that other sectors want to know about the field, and complain about the time they are spending to reach people. So this is where we come. Our great source is our ability to reach the field and mobilize our units so quickly."</i> (CS2, online, April 10, 2019)	Cost efficiency especially for planning stage	

All sectors involved in collaboration in a way provide some resources. These resources, for instance CSOs already established links with communities, may decrease possible costs that would unless be spend to time, human resources, operations, and render it more effectively. Besides, different resources coming from different stakeholders increase the possibility of innovation in the collaboration.

*** Inner-Organizational Benefits**

- **Value Creation (Category – Inner-organizational)**

Based on the interviews, events and documents, it is clearly seen that possible collaboration would facilitate strong and sustainable relationships as well as create value for actors.

Table 23: Value Creation

INNER - ORGANIZATIONAL BENEFITS			
Value Creation			
Sector	Indicated Response	Perceptions	Inference
Public (P)	-	-	Strengthen encouragement for other actors
Private (PR)	<i>“Through social responsibility activities, we try to make it a piece of our identity” (PR2, personal communication, March 29, 2019).</i>	CSR. “make it a piece of our identity”. SMEs’ desire to be involved in social initiatives (not only DRR)	
Civil Society (CS)	<i>“As a CSO working in the field of private sector development, I can easily say that value creation for bigger companies generally include giving efforts for understanding their “raison d’être”, rather than following trends and/or establishing oneself in the sector.” (CS3, personal communication, April 25, 2019).</i>	In nature	

There is a common misperception which sees private sector as profit-seekers and which believes that private sector collaborates in order to follow commercial trends, only. Despite that, representatives of businesses mentioned in the interviews that they even do not share some of their activities with the public.

Similarly, a representative of a non-governmental business organization stated that their member organizations, whose numbers exceeds more than 40.000 SMEs, are very interested in being involved in some social initiatives. Nonetheless, he also added that this desire to be involved is not specified on DRR efforts: *“It is very easy to see their desire to be involved in social initiatives. However, this desire is generally not about DRR, because they do not have so much information about this specific concept. They even newly met with sustainability concept. Accordingly, because they do not know exactly and do not see that public authorities do not pay attention (no need to mention about CSOs. They even don’t know what exactly civil society does) neither, these SMEs’ motivation for creating a value turns around different subjects, not DRR.*

Creating value, especially for private sector, can be ensured through different means. These can include corporate social responsibility (CSR), business resilience plans, enhancing supervision mechanism, having specific teams for specific tasks such as search & rescue employee teams in a company, being more responsible for the environment. All these examples are factors for creating and maintaining value.

- ***Managing the Demands in Most Effective Way***

One positive aspect of the joint efforts is the ability of partners involved to transfer their work to their target audiences. Apart from transferring their work, the ability to manage the demands of target audiences is also another indicator of how collaborative actions, if organized and managed effectively, can create positive impact.

Table 24: Managing the Demands in Most Effective Way

INNER - ORGANIZATIONAL BENEFITS			
Managing the Demands in Most Effective Way			
Sector	Indicated Response	Perceptions	Inference
Public (P)	"We are well aware that private sector and civil society brings broad contributions by navigating their audiences" (P3, online, April 8, 2019)	Private sector and civil society brings broad contributions by navigating their audiences	Reacher wider audience with the potential to manage their acts
Private (PR)	<i>"As a company, we have a huge ability to manage the demands of our customers. Our priorities differ, but if we see inspiring project about DRR in front of us, we can be involved and work on some tactics which aim to direct the demands in general"</i> (PR6, online, April 7, 2019)	Manage the demands of audience	
Civil Society (CS)	<i>"As soon as we gain trust of communities, our relationship with community brings us a power to convince them in specific issues."</i> (CS, 4, personal communication, April 9, 2019)	Direct relationship with community	

For instance, many companies have direct relationship with their customers. Therefore, they have also ability to manage the demand for their risk-sensitive products and/or their collaborative efforts can open the light in people's mind for taking particular actions. Similarly, civil society organizations' direct relationship with community provides them ability to influence and convince their communities.

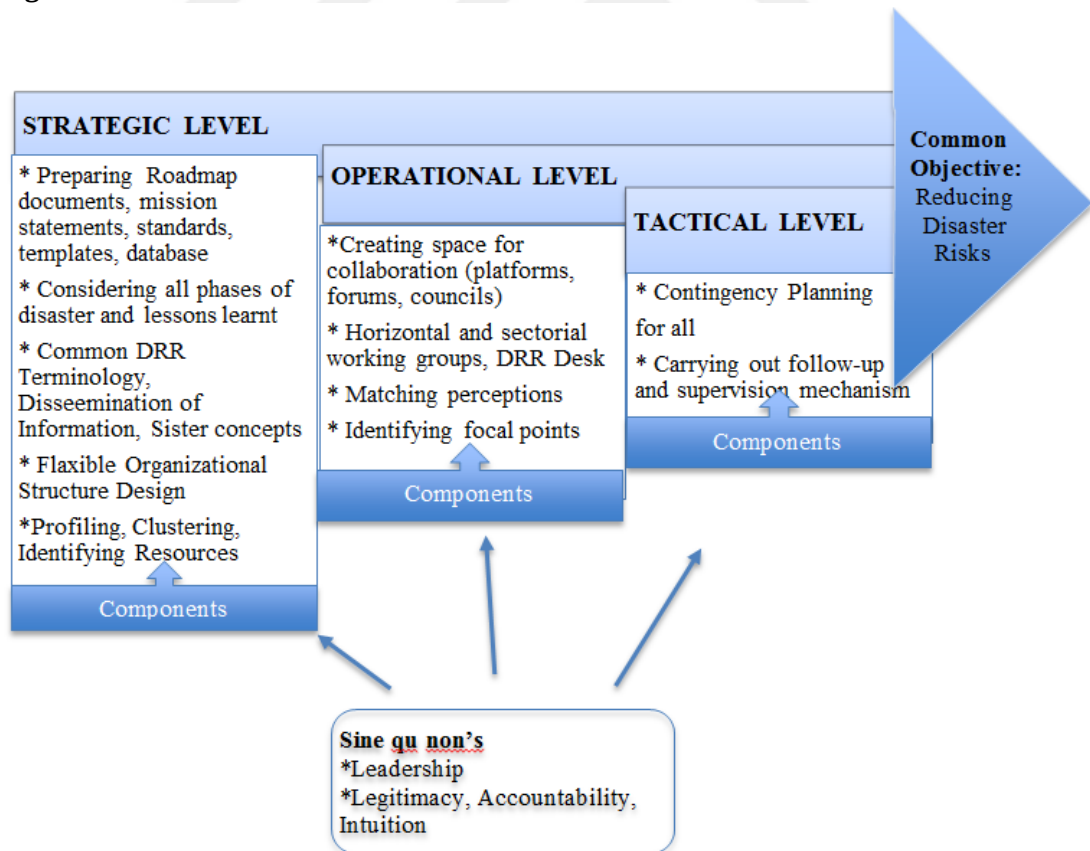
CONCLUSION

The below section combines the interviewee results with academic researches as well as the points attained from the events; and proposes a model by using the normative and instrumental sides of the approach.

Prepositions

Based on the barriers and benefits in collaboration efforts which are attained through document analysis and interviews, the researcher inferred to a necessity to separate DRR into three main levels namely strategic, operational and tactical levels. Each level has its own specific focus areas that appear as components of that particular level. Hence, it is proposed that if the below components of the above-mentioned levels are taken into consideration, then effective and efficient actualizations of disaster risk reduction efforts are likely to occur.

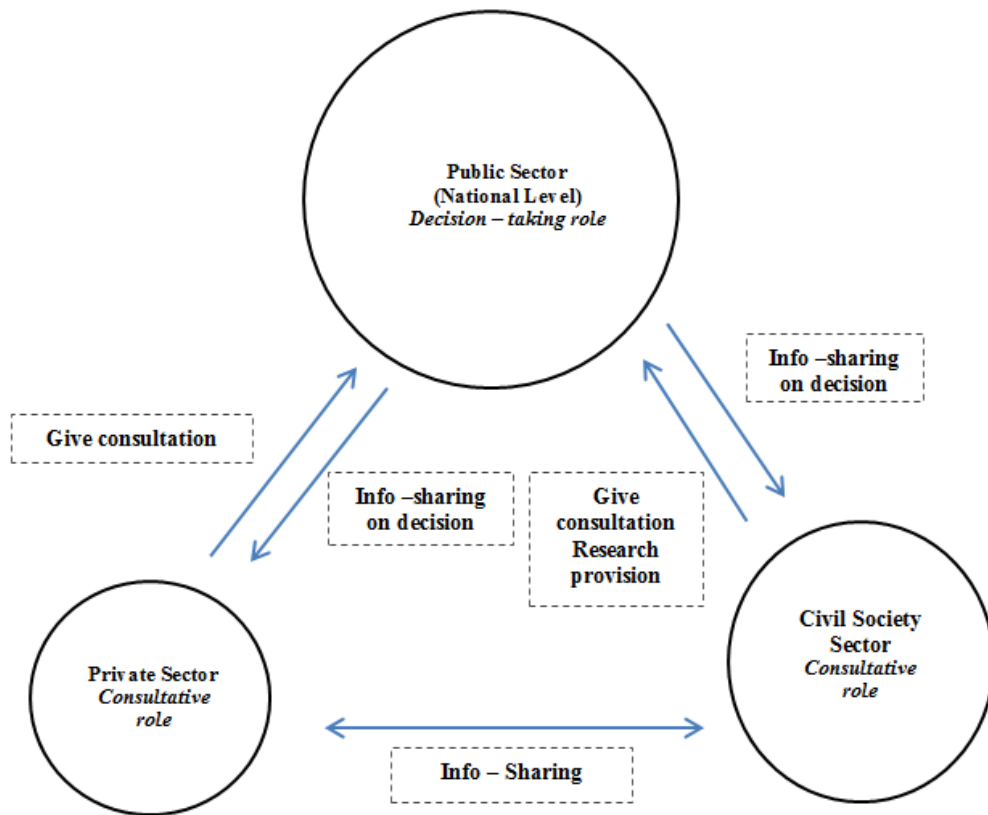
Figure 7: Different Levels of DRR



Strategic Level

Strategy is a must for developing effective and efficient goals and it puts direction to an organizational structure. Therefore, in this study, strategy setting sets direction, coordinates responders as well as prioritizes resources. The most of the components carried out as a task in Strategy level belong to the public sector. The below figure illustrates tentative distribution of roles of each sector for this level.

Figure 8: Stakeholders in Strategic Level



In Strategic level, public sector is responsible for making decisions and providing the tasks related to below components. In all levels, public sector should be conveying the results of their decisions to other stakeholders. Private sector and civil society sectors are mostly given consultative roles for this level.

Defining, directing and **distributing** are the main characteristic words of this level. These words are utilized by dealing with five main components.

- ***Preparing Roadmap Documents, Mission Statements, Standards, Templates, Database***

The one of the crucial points is lack of comprehensive road map documents and dissemination of them to various actors. These documents are needed in order to (i) formalize the role of civil society sector and private sector in DRR activities, (ii) go beyond sayings about partnership and/or inviting businesses to some joint-works. Thus, the followings are needed:

- drawing concrete road which contains some standardized forms, templates of major documents which will carry importance in operational and tactical levels.
- being able to prepare a “pack” including DRR tasks.
- distributing roles and to provide information about different manners of routine efforts and project-based efforts.

Then the national public authorities would give some of the tasks with much confidence because they will be the one who prepared all the formats, as well as they would seem to have more supportive role for local public authorities and other actors and would push them to take actions. On top of it, by doing above-mentioned tasks, they can keep its centralized structure, which is very convenient in Turkey’s context. In other words, these documents are important elements of planning and in this way centralized planning can work together with de-centralized implementation.

It should also not be forgotten that local public authorities play a central role in coordinating as well as sustaining platforms. One to be noted that especially in bigger cities, collaboration includes between provincial and city governments as well, due to their potential risk in overlapping resources as well as role definitions.

Not only roadmaps for effective collaboration, but also some documents putting an approach to specific risk reduction and prevention activities should be prepared. For instance, in disaster preparedness trainings, Abramson (2009) analyzed the behaviors of people during disasters and made the following disaster roles classification: there are lions who act as leaders, lone wolves who work on their own and lambs that always wait somebody for the help. His work suggests that preparedness education should give more tools to lions and integrate them to formal and informal structures, should encourage lone wolves to become leaders and should enhance lambs’ self-efficacy.

In Turkey, various actors give disaster preparedness trainings in diverse locations. However, there is no standardized training manual for trainers which are classified according to trainees' roles. The main classification is made between adults and children (with the aim of “catch them young”). This necessity can provide a base for new initiatives and can open a space for inclusion of different actors.

In a country like Turkey where hierarchical disaster management structure still dominates, it mostly falls to the state to put clear strategy, to provide major resources and to explain the obligatory conditions to provinces.

Similarly, setting clear database may have an incredible role in times disasters. It also saves time and provides bases for efficient action. The database includes technical issues as well as databases for stakeholders, experts, laws and regulations, stockpiles, agreements, protocols, forms. These databases can be used as access points. Moreover, it provides a quicker way to reach information in a digitalized world.

- ***Considering all phases of disaster and lessons learnt***

The results of the data obtained from interviews and commentary analysis above tell that there are several factors affecting stakeholder collaboration in DRR. The results also revealed that efforts in disaster risk reduction will also provide opportunity to be ready for possible disasters. Moreover, it is vital that an activity including so many actors should be planned and implemented accurately. While the issues such as priority and perceptions vary, the representatives of these three sectors agreed on the fact that engagement of more actors will lead to more efficient results in combating disaster. General opinion points out that regardless of what happens before the disaster, they do not hundred percent prevent all hazards in times of disasters (P3, A2, PR3). Therefore, it is still needed to look at the main elements that will come up when a disaster strikes and to make organizational changes and utilize the knowledge accordingly. One interview made with an expert who worked in public sector, private sector and an international organization stated that there are some de facto elements, and in order these elements to work effectively and efficiently, existence of applications that have been previously and “collaboratively” set up is needed. The below are some of the elements which are needed to be prepared collaboratively in order to be prepared for disasters.

Table 25: The Elements Needed in Response Phase

Element	Recommendation
Organization	- Establishing coordination center and identification of a basic organization as a main focal point of DRR with accommodation, offices and equipment. - Clustering - Skilled person in coordination centers
Telecommunication	- Setting up Central, Regional, and International Communication lines with related officials' authorities, CSOs, and private Communication Line providing companies. - The right information again comes from the right telecommunication system.
Transportation	- Defining Transportation capabilities and setting up un-interrupted transportation lines - Setting up Logistic hubs (Life support such as food, accommodation, water, medical and education facilities as indicated in Sphere) - Transportation lines should be cleaned. - Stakeholders, especially businesses who have equipment which can be useful in times of disasters would be identified. There is a need for profiling stock piles and need for legal regulations on this.
Concept Development	- Providing training and capacity development trainings. These trainings should also include coordination trainings. - Dividing the DRR organization as "current operation" and "future operation" section. - Future operation section job must be having clear job definition for recovery, including concept development and international support relations - Setting up Inspection, supervision teams for feedbacks and reports for current and future operations

Source: The Researcher's own compilation based on interviews and the Sphere Handbook:
<https://www.ifrc.org/PageFiles/95530/The-Sphere-Project-Handbook-20111.pdf>

The above table not only shows the need for specific actors, but it also indicates how different professions will have to work with each other in case disaster strikes. That is why first looking into response and recovery phases actually would be useful in order to make effective and efficient plans for disaster risk reduction.

- ***Common DRR Terminology, Dissemination of Information, Sister concepts***

Without clear, comprehensive terminology, and without a clear understanding of the concepts by every actor, the efforts remain lacking. AFAD uses disaster management glossary, but there is no certain indicator that whether this terminology is understood and accepted by other actors⁶. Understanding terminology enables to

⁶ AFAD, Glossary, <https://www.afad.gov.tr/tr/23792/Aciklamali-Afet-Yonetimi-Terimleri-Sozlugu>

move coherently, and if it is clarified that what kind of activities can be put under disaster risk reduction, then the dissemination of information among community as well as visibility increases. At this point, public sector should benefit more from the academy and civil society. At the same time, state should transfer knowledge through visual and verbal resources together with other stakeholders both in state level and local level. Clear terminology facilitates better communication in possible collaborations. Unless understanding how the stakeholders perceive the concepts, the misguided interpretations may uncover and these all hinder the collaboration, improvement of the knowledge. Therefore, preparation of these glossaries and roadmap documents, forms, templates should be organized by main public authorities.

Introducing “sister-concepts”, which are the concepts the researcher uses, and which are directly or indirectly go hand in hand with “disaster risk reduction” should be identified and shared with other stakeholders in order to enable them to gain some knowledge about those issues. Direct issues can be resilience, sustainable development; whereas indirect issues can consist of poverty, livelihood.

- ***Flexible Organizational Structure and Design***

All sectors in the interviews touched upon the centralist structure of disaster management. Nonetheless, especially civil society sector representatives insistently said that the roles should be clearly defined and should provide opportunity for different sector to have roles. This can only be realized with the organizational design. Without considering organizational structure and design, neither collaboration nor the resilience efforts in general become successful. However, practices have shown that it is also very difficult to reach standardized organizational structure in DRR, because there is an issue of “consent” in participation, and hierarchy is not high as it is during response phase. Therefore, accepting dissidences at some level, trying to find solutions to them and carrying out the implementations become more of an issue. It is also the reason why putting “flexible” organizational structure, rather than “standardized” organizational structure would be more sensible.

Regarding written documents, even though AFAD published disaster response plan (TAMP), the Institution still does not have disaster management strategy document, which was supposed to be finalized until 2018, and which can be taken as

a guiding document for different stakeholders involved in disaster management process (TAYSB, n.d.). This fact unfortunately decelerates the process - and possibility in general- of a clear and effective standardized organizational structure. The less attention to organization, the more “short-lived” partnerships which will be insufficient to reach common objectives (Jachia, 2015). Moreover, when the organization is inappropriate, the possibility to have conflicts among stakeholders and dissatisfaction increases. Strong organization brings about collaborative networks with healthy decision making and assessment. These networks are formed in different levels namely strategy-level, tactical-level and operational-level. This structure should be formed by also leaving a space for minor modifications for regional, city-based, local with actor-based, cultural differences. These differences can reveal themselves in especially tactical and operational levels where the both top down and bottom up approach are converged. However, this process may also create some pain points like timing, because embracing both approaches at the same time may take time for actors (leaders) who do not have detailed information and interest about joint-decision mechanisms. (APFM, 2006).

Whatever decision is taken, the harmony between strategic, tactical and operational level should always be provided. This harmony should include both the operation and the concept, as well as cognitive (trust, shared values, attitudes) and structural (networks, rules, guidelines, participation) sides.

- ***Profiling, Clustering and Identifying Resources***

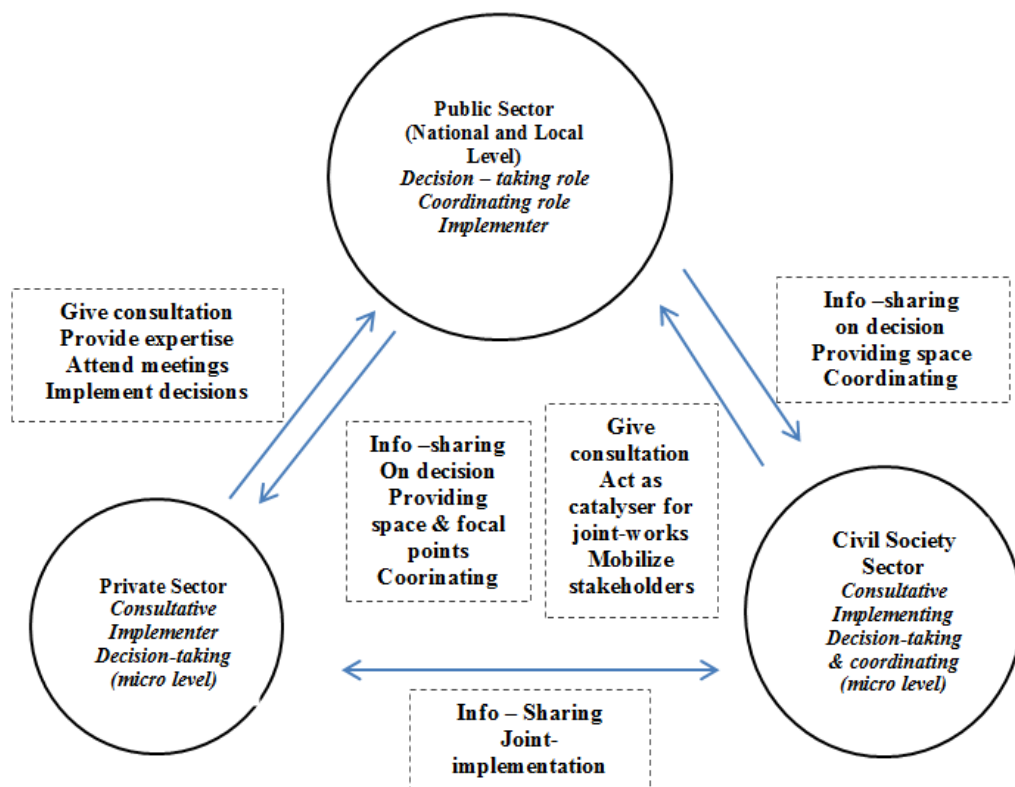
Understanding the fact that disaster management phases are inter-linked and there is a strong need for well-designed organizational structure requires defining stakeholders, identifying their core competencies, making sector-based clustering if possible, and deeply thinking about how their potential and resources can be used. For instance, the researcher asked, “*can you keep the inventory of companies located in that area and do you use their inventories in case of disasters?*” to representatives from both AFAD and different municipalities during two different symposiums. The main aim was to understand whether public sector keep the records and profile stockpiles of private sector. Unfortunately, the answer was not satisfactory in a way that they could not give clear answers, also made self-criticism about this issue.

Operational Level

Operational Level is where the constructive dialogue takes place. Main initiators and facilitators take role. It may be used in country-level efforts, or regional, city, even district-level efforts. This level is where the concepts are tried to be understood, used; and stakeholders start to walk in the same bridge. If this level is managed well, stakeholders understand their own and each other's roles and responsibilities as well as core competencies and potential networking, then maintaining operational level would be much easier.

The components carried out as a task in Operational level belongs all sectors but change the frequency depending on the operation. This time, public sector is not a sole decision – taker. The role of civil society sector increases, and private sector is able to use more space for decision making with micro-level projects. The below figure illustrates tentative distribution of roles of each sector for this level.

Figure 9: Stakeholders in Operational Level



Discussing, Understanding and ***Planning*** are the main characteristic words of this level. These words are utilized by considering 4 main components of this level.

- ***Creating space for collaboration (platforms, forums, councils)***

As mentioned in the previous, ‘barriers’ section, lack of platforms specifically organized for pre-disaster phase prevents both possible collaborations and many actions which can potentially be taken. The existence of this kind of a space is indispensable need for effective collaboration and the thus for the catalysts.

One point is generally missed that is the fact that these platforms, which include all three actor representatives, also pave way for expanding each actor’s network and ease partnerships on different topics. Especially in urban and district levels, these kinds of close contacts would enhance the possibility to increase each actor’s legitimacy, as well as the development of the area. What is more, these platforms, whether councils, forums, alliances, even citizenship meetings, can provide space for lobbying (Sunarharum, 2016:28-30).

A disaster management forum is a key institutional requirement that enhances strategy (Roberts, 2010). Considering that AFAD is the main planning and coordination mechanism on a national basis and that it also applies on the city-basis, it should also work on a regional basis in the inclusion of the private sector and civil society and support the new formations. The presence of a council such as the Fiji Business Disaster Resilience Council, which is supported and coordinated by the Connecting Business Initiative (CBI), and its use on a regional basis will increase efficiency and take a step forward for sustainable solutions. This initiative integrates other stakeholders such as private sector, civil society, academics. to disaster management planning process⁷. Collaboration relies on trust, inclusion, and constructive engagement to achieve a broad common purpose (Unit, W. E. C. S., 2000).

Stakeholders’ attributes have an impact on their approach to potential collaborations. However, it is also not true to support the idea that attributes solve

⁷ For detailed information about Connecting Business Initiative, please visit:
https://www.connectingbusiness.org/system/files/2017-11/Focus%20Notes-PrivateSector-23Aug-Web_0_0.pdf

potential barriers and provide solutions to DRR efforts. Without clear structure and guidance documents, collaborations in DRR efforts cannot be fully achieved.

In recent years, work on disaster risks in cities and even municipalities in Turkey has increased and platforms have been established; however, there is no common area in which these platforms, which vary in terms of both quantity and quality, are shared. Similarly, each district / municipality forms a platform in line with its own way of thinking. This leads both the failure to reach the desired level for the future process and the authorities in the state cannot carry out activities such as monitoring, evaluation and report keeping.

Based on all these, the collaboration between different actors can be provided through platforms such as councils and forums which are flexible, non-rigid and less hierarchical (CSB, 2010:31). These platforms, which should be used both national level and local level, can strengthen both vertical and horizontal ties. When different actors catch the synergy and reach common purpose with their collaborative actions through these ties, then it turns back to each of them as value and to the common output as benefit.

- ***Horizontal and Sectorial Working Groups***

The important point here is the necessity for formalized relationships with other stakeholders, mostly, governments. It will enhance the strength of the operation. Moreover, when it is thought that most of the companies are SMEs, it is better for them to act collectively. Not only divisions ***between*** public, private and civil society sectors; but also, divisions ***inside*** sectors should be made such as businesses working water and sanitation, or logistics, construction companies. This, when applied especially in local, would enable to see the problems each intra-sectors have and make them prepared for possible disasters.

- ***Matching Perceptions***

The differences in stakeholders' perceptions about concepts and each other may vary mainly due to their inner-organizational factors (EMQ, 2012).

Disasters are events that can destroy all statutes instantly and can affect all living things in a vital way. Hence, it should be ensured that all stakeholders have common understanding of the main objective, agree on this objective and adopt the “win-win thought. Despite it was first proposed for response & recovery phases, the need for integrating stakeholders' perceptions of each other prior to the formation of collaboration is also one of the fundamental pillars of DRR collaboration. Reaching at common objective will also enhance their moving in the same track. When it comes to make advocacy, it provides coherent voice.

The perceptions of stakeholders about risk may vary, because of differences in values, needs, assumptions, concepts and concerns (EMQ, 2012). These perceptions might influence decisions, so it is important to involve all stakeholders to establish the same understanding about a problem. (World Bank, 2004).

- ***Focal Points***

Not only in disaster risk reduction, but in many collaboration efforts in disaster management, as mentioned in the round-table meeting in Ankara, actors do not know their counter parts, and/or they even do not have focal point to be contacted. This creates a barrier in term of communication, planning, coordination, leads to misunderstanding. It may even create conflicts that occurred due to the misunderstanding between partners. In fact, this has already been stated in Sendai Risk Reduction in designation of national focal point. Therefore, focal points from already specified stakeholders should be identified. Besides, this identification should be informed to other partners, together with the role and responsibility, and potential timeline for meetings if possible.

Table 26: Different Level Focal Points

Different levels focal points
National - level
Regional - level
City - level
District - level
Sectoral - level (both intra and inter level such as service sector, chemical sector in private sector, as well as NGOs like disaster-based NGOs, health-based NGOs in civil society sector)

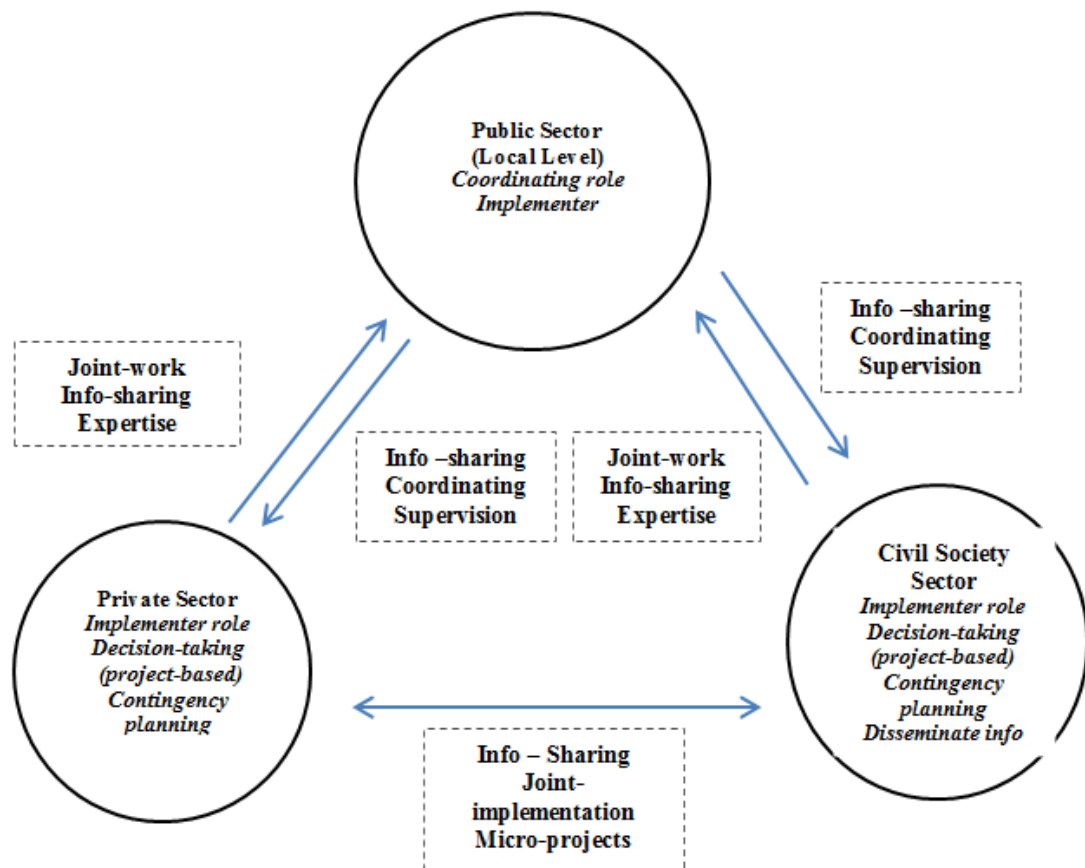
Source: The Researcher's own compilation

Tactical Level

When the first two levels are managed well, then the possible problems in the tactical level may lessen. In tactical level all stakeholder are implementers. Public sector has mostly coordinating role. Private and civil society sectors are generally implementers, but in micro-level projects they are decision-takers as well.

Below figure illustrates the main roles of each stakeholder in tactical level.

Figure 10: Stakeholders in Tactical Level



Preparing, Experiencing and *Acting* are the main characteristic words of this level. These words are utilized by considering two components of this level.

- ***“Contingency Plans to Keep Continue the Activities Everybody’s Need”***

As mentioned in previous chapters, private sector, especially SMEs dominate cities, so increase in their resistance/resiliency to disasters may have wider impacts. However, there are two points to be mentioned here. Firstly, the business owners may understand the importance of pre-disaster efforts but may not take actions if they are not encouraged by chambers, experts or other organs. Secondly, not only business owners but even school, social places, religious networks can be collected under the business resiliency (National Research Council, 2011).

- ***Follow-up and Supervision mechanism***

Setting up an efficient follow-up mechanism is one of the most challenging and often-ignored necessities in collaboration practices. Especially in today’s fast-changing world in terms of both trends, point of views, also disaster effects, it should have indispensable part of multi-stakeholder collaboration. Even though there are considerable number of initiatives having been carried out in different part of Turkey, such Mega İst and Sağlam Kobi, the representatives of partners involved in these initiatives agreed on that there is a lack of follow-up mechanism that will observe, evaluate. There is a need for rousting monitoring of the results, progress. This can be carried out by third parties, mostly independent evaluation groups. For example, one of the stakeholders of the “Sağlam Kobi” Project mentioned that even though a lot of initiatives were taken in order to raise awareness among SMEs about disaster risk, and despite of many trainings which provides motivation to trainees they did not follow-up, neither took feedback (Karancı et al., 2005:255). Therefore, he said *“we don’t know if their organizational memory has disappeared or not”*. Two different people from different sectors (one is from consultancy firm, the other is from the Municipality) touched briefly about the importance but the lack social audit system in Turkey. The researcher found out that even though social audit, which is a way of measuring, understanding, reporting and ultimately improving an organization’s social and ethical performance as defined by FAO, provides understanding, works to align the goals and reality as well as uses some measurement, it is not common in Turkey (FAO, n.d.). (However, it includes some measures for enhancing transparency and accountability. Especially for companies who are inclined to take roles in corporate

social responsibility, this enables them to measure their performance and the level of success of the collaboration. If the performance and success of is measured, then the completed as well as missing parts can be seen and predictions for future collaborations can be made.

The interviews, articles and especially events attended have shown the fact that the motivation and the priorities of actors are highly depended on the context, and other barriers mentioned in can be related to changes in motivations and priorities. Therefore, if a right mechanism is established by using strategy, tactical and operational levels operations, then it can pave the way for overcoming barriers. As mentioned in ***organizational structure and design*** section, the following conceptual model while planning and mobilizing collaborative efforts can be useful for stakeholders in their understanding concepts, necessities and affect their decision making.

In previous parts, it was mentioned that looking into pre-disaster phase is relatively new than response and recovery phases. In other words, lion's share of disaster management still belongs to response operations. In this thesis, there are partial differences in priorities given to recovery and response. In fact, even behaviors, speeds and actors can vary. This, in return, is reflected in the operation. For instance, it can be said that uncertainty, complexity, and urgency are the terms of a disaster response phase and may be less important for the DRR phase. But changing the subject priority may also bring about an operational change? Therefore, it appears a barrier of using "one-size-fits all" approach.

In the "Movement Disaster Management Workshop", organized in İstanbul, the researcher also observed that despite the fact that the title contains "disaster management" as a whole, even disaster practitioners all over the world sees "response" phase as a priority, not the risk reduction. They are more prone to embrace reactive approaches. On papers or in events (symposiums, panels, meetings) DRR was clearly highlighted. Even during the interviews, especially governmental bodies put so much attention in DRR. Nonetheless, at the end of those events, the subject was somehow brought to response phase. This brings two questions in the researcher's mind: "is this a matter of understanding concepts, or confusions and lack of information about role and responsibility sharing?", and/or "should possible collaboration efforts in DRR

somehow be related to response efforts?”. The latter question will be touched upon in recommendations part, but it would be useful to investigate the former.

Each level requires specific focus as mentioned above. However, leadership, accountability, legitimacy and intuition to trust should be considered as “sine qu non”s which refer to an essential condition for DRR.

- ***Leadership in DRR***

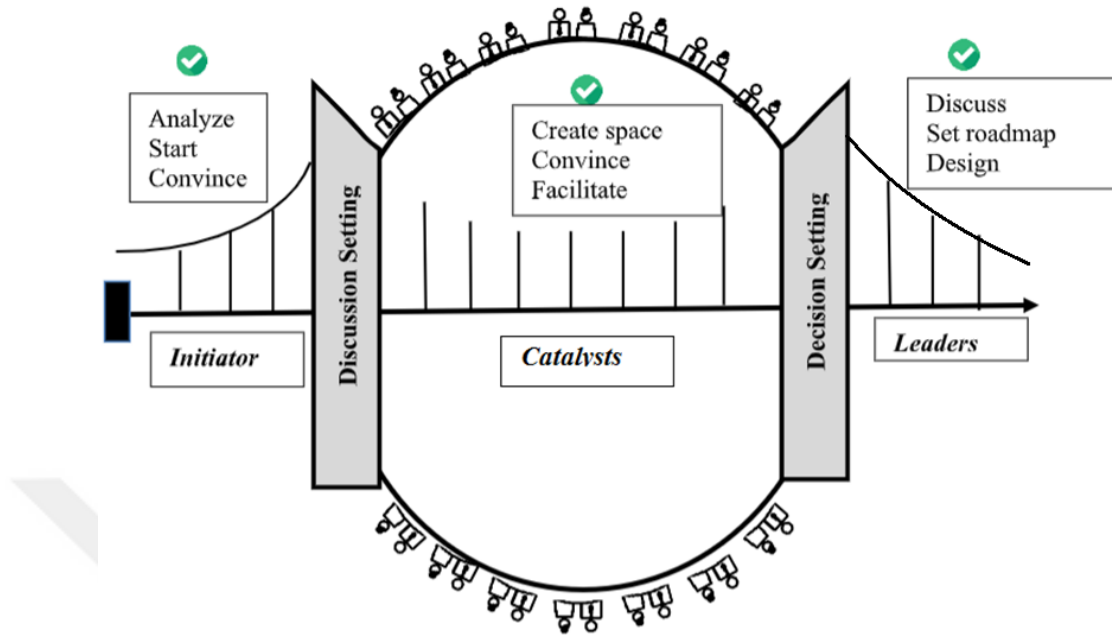
Numerous researches have been done in the field of cross-sector collaborations. These researches highlight the importance of particular actors who do not have a specific decision-making power but opens ways and spaces for possible collaborations. These actors, with strong leadership are seen as fundamental pillar in effective collaboration (Blake 2008). This has sometimes been shown as inclusion of a third party that is independent from other stakeholders, and/or when one of the stakeholders takes on this task. The researcher was able to see that the need for an actor who will take this task is not written in the documents, only. Both the interviews and especially the events attended highly supported this necessity. Based on the research, the following roles can be highlighted:

Initiators: Dialogues facilitate collaboration, because through dialogue, each stakeholder can understand other’s governance structure better. These people, who will also use the place for partnership in effective way, should find innovative ways to convince partners to start to have dialogue with each other. The first step to this is the question of “What it means to be in this partnership?”. In order to convince potential stakeholders, first their structures should be analyzed, and this question should be used as a persuader. Initiators should be the ones explaining the potential benefits to actors, they can also persuade an actor to approach to another partner and convince it. For instance, when the initiator convinces public sector and/or civil society sector, they can find a way for explaining businesses ‘why’ they should also be involved. They can show the potential investments, return. Actually, the one of the most difficult roles belongs to initiators, because it is the first step. Detailed plans are needed; more abstract concepts should be laid on the table. This analysis is made through observation, using “powerful” channels which can include attending another platform and/or reaching persons who have a power to convince other actors.

Catalysts - Facilitators: Catalysts take their roles when actors come together in a specific physical platform and/or start having a conversation about the process. Their tasks also carry importance, because they strive for increasing mutual and true understanding among stakeholders. This, in return, accelerates trust building. Recognition of each other's roles is also carried out with the efforts of catalysts and through proposed platforms. One critical point here is that there may be ongoing conflicts between specific actors. In that case, more work, face-to-face and individual convincing methods should be used, the reasons for need of multi-stakeholders' actions as well as the related actors' complementary and/or substitutive roles are explained. By doing this, if they can bring conflicting parties around the same table, then alone in some cases and together with leaders in some, the facilitation process may be accelerated.

Leaders: Leaders are indispensable component of decision settings of the bridge. Leadership may change according to the level of operation, but their necessity to be actively involved in the decision – making phase is crucial since they are the ones who ensure the “legitimations of actors” and who are accepted as “powerful” actors who can steer others. Leaders have also a critical role in keeping the ideas on the agenda, pave way for preparation of road maps, draft documents. Because their roles are critical, it becomes also vital to have some delegate who will represent the leaders if they will not be able to utilize their duty for a particular time period.

Figure 11: Leadership Bridge in DRR



In most of the articles, “bridge” is connected to a specific role, such as catalysts/facilitators, mediators, conveyors. However, the researcher believes that all above-mentioned roles have specific and take parts in same bridge. The bridge is not working as a way of bounding between different actors, but also between actors (all) and actions. Therefore, the researcher formed the above figure.

- ***Legitimacy, Accountability, Intuition to Trust***

Several interviewees gave same answers to the question “what are your major three elements appearing as your priorities and effecting your decision-making?”. These were legitimacy, accountability as well as having/intuiting to build trust with that specific partner. Thus, actions should also point to improve the applicability of these three elements. When these are combined with ‘dialogue’, then the possibility for collaboration, which has positive connotation in nature, emerges. Similarly, reaching common objective and perception match can take as indispensable parts and make DRR as collective attitude rather than the sole activity (Pietro, 2007).

Recommendation for Future Studies

The findings in this thesis suggest that the attributes and motivations should not be thought of independently from the factors affecting decision-making process. Having drawn the most realistic picture as possible regarding the current trend in and attributes towards DRR, the researcher claims the necessity of strategic, operational and tactical level collaborations by recommending flexible but structured organizational design; profiling, clustering and identifying resources, terminology, focal points and sine qu non's; establishing databases that include templates and roadmap documents; using initiators, catalysts and leaders in the process; setting up platforms like councils, forums and working groups; and establishing follow-up mechanism which will affect the motivations and attributes of stakeholders that will pave way for effective collaborations in urban DRR efforts. Looking to DRR through different levels would contribute for practitioners in the field to elaborate barriers and benefits in each level, and to take actions accordingly.

It also provides a ground for future possible academic and empirical works by making “collaborations” an integral element, and also leverages the potential of each stakeholder for better collaboration.

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APPENDICES

Appendix 1: Selected Laws Concerning Disaster Risk Reduction in Turkey

Official Gazette	Law No.	Laws
15/05/1959	7269	Law for Reliefs to be done with Precautions to be taken due to Disasters Effective on Public Life
05/07/2005	5366	Law on Renovation and Protection of Deteriorated Historical and Cultural Assets and Usage of Them
17/06/2009	5902	Law on Organization and Duties of Disaster and Emergency Management Presidency
09/05/2012	6305	Disaster Insurance Law
31/05/2012	6306	Law on Transformation of Areas under Disaster Risk

Appendix 2: Details About the Interviews Made – 1 (Range of Interviewees)

#	Method	Subjects	Objective
1	Interview - public sector	6	To collect information on their perceptions regarding DRR, their motivations for collaboration and about the aforementioned research question.
2	Interview - private sector	10	
3	Interview - civil society sector	7	
4	Interview - academicians	5	To understand how academia sees perceive and think about DRR efforts and collaborative actions of actors. Additionally, because many academicians are also taking roles as experts in different projects, the researcher specifically made interviews with those who have actively got involved in such activities.

Appendix 3: Details About the Interviews Made – 2

Category	Interviewee	Organization	Task	Status
Public Sector - P	P1	AFAD	Planning, Decision- maker	Conducted in person 28/02/2019
Public Sector - P	P2	AFAD	Coordination, Decision- Maker	Conducted in person 08/02/2019
Public Sector - P	P3	Governorate of Istanbul	Planning, Information dissemination	Conducted online 08/04/2019
Public Sector - P	P4	Municipality in İzmir	Coordination	Conducted in phone 08/04/2019
Public Sector - P	P5	Governorate of Istanbul	Coordination	Conducted in phone 23/02/2019
Public Sector - P	P6	AFAD Provincial Directorate	Planning	Conducted in person 22/02/2019
Private Sector - PR	PR1	Consultancy company – mostly construction	Owner	Conducted in phone 02/02/2019
Private Sector - PR	PR2	Technology company	Information dissemination, Coordination	Conducted in person 29/03/2019
Private Sector - PR	PR3	Construction company	Owner	Conducted online 08/04/2019

Private Sector - PR	PR4	Telecommunication company	Decision-maker,	Conducted in phone 13/04/2019
Private Sector - PR	PR5	Conglomerate company	Decision-maker,	Conducted in person 07/04/2019
Private Sector - PR	PR6	Conglomerate company	Decision-maker,	Conducted in online 07/04/2019
Private Sector - PR	PR7	Telecommunication company	Planning	Conducted online 15/04/2019
Private Sector - PR	PR8	Consultancy company – mostly disaster risk reduction/12/2018	Owner	Conducted in phone
Private Sector - PR	PR 9	Health sector	Owner	Conducted in phone 07/04/2019
Private Sector – PR	PR 10	Telecommunication sector (who has also been volunteer in search and rescue organization)	Planning	Conducted in phone 15/04/2019
Civil Society - CS	CS1	Humanitarian NGO	Coordinating	Conducted in person 05/04/2019
Civil Society - CS	CS2	Humanitarian NGO	Decision-maker	Conducted online 10/04/2019
Civil Society - CS	CS3	Non-governmental business organization	Decision-maker,	Conducted in person 25/04/2019
Civil Society - CS	CS4	Humanitarian NGO	Coordination	Conducted in phone 07/04/2019
Civil Society - CS	CS4	Humanitarian NGO	Planning, Coordinating	Conducted in person 09/04/2019
Civil Society - CS	CS5	Humanitarian NGO	Planning, coordinating	Conducted in person 19/04/2019
Civil Society - CS	CS6	Chamber of Civil Engineers	Planning	Conducted in phone 27/04/2019

Civil Society - CS	CS7	Humanitarian NGO	Decision-maker	Conducted in person 19/04/2019
Academy - A	A1	Economist & Business Resiliency Expert who has worked in projects in both public and civil society sector	Several	Conducted in person 12/12/2018
Academy - A	A2	Economist who has worked projects in both public and civil society sector	Several	Conducted in person 12/04/2019
Academy - A	A3	Urban Planner and Disaster Risk Reduction expert who has worked projects in public and civil society sector as well as international organization	Several	Conducted in phone 13/11/2018
Academy - A	A4	Jeologist expert who has worked projects in public and civil society sector.	Several	Conducted in phone 20/03/2018
Academy - A	A5	Public Administration academician who has worked projects in public and civil society sector.	Several	Conducted online 14/02/2019

*In addition to the interviews, considerable number of people was asked the same questions during the DRR – related events the researcher participated. The events are taken under “documentary analysis”.

Appendix 4: DRR – Related Events The Researcher Participated

Name	Organized by	Date	City
Learning from the past 40 years of Disasters (webinar from https://www.odi.org/events/4487-disasters-conference-learning-past-40-years)	Overseas Development Institute (ODI)	14.09.2017	Online
Interdisciplinary Disaster Management Symposium	Dokuz Eylül University	12-13.05.2017	İzmir
1st Middle East Disaster and Pre-Hospital Management Congress	AFAD, Emergency Medicine Physicians Associations of Turkey, Turkish Red Crescent	8-11.10.2018	İstanbul
Movement Disaster & Crisis Management Working Group	International Federation of Red Cross and Red Crescent Societies, Turkish Red Crescent	4-6.12.2018	İstanbul
METU 21st Round Table Meeting on Disaster Risk Management	Middle East Technical University (METU)	22.02.2019	Ankara
Multisectoral Interdisciplinary Approaches in Disaster Risk Management	Marmara University	24-25.04.2019	İstanbul

Appendix 5: Semi - Structured Interview Questions

Category	Questions
Public Sector & Private Sector & Civil Society Sector	Disaster, Risk • How do you define “risk” in disasters? Which rank is “risk reduction” in your priorities? • What is the biggest barrier about disaster risk reduction efforts in cities? • Is centralized disaster management system in Turkey is said to be a structure? What are the advantages / disadvantages of this structure? • Who are the most important stakeholders in Disaster Risk Reduction and why? Collaboration & Motivation • What are your main collaboration efforts in DRR? • What are your motivations affecting your decisions to be involved in collaborative DRR efforts? • What kind of responsibilities do you think your organization has towards other actors? • What is the biggest obstacle to working with civil society/private sector/public sector? What is the greatest contribution of working with civil society/public sector/private sector? • How do you see trust? Which actor do you trust more, why? • Based on your previous experiences, what are the fundamental challenges, main gaps in collaborations? • What are some of the important factors that influence the success of collaborations? • Do you think that you can reach a common objective in previous collaboration works? • In general, why do you think organizations collaborate? <i>Some specific questions prepared for a specific actor:</i> • Are other stakeholders involved in decision-making? Why/Why not? • In his recent statements, AFAD President emphasizes the importance of joint efforts against disasters. The establishment of the Disaster Risk Mitigation Platform in 2011, which was the Council of Ministers Decision No. 2011/1320, is just one example. Are you involved in decision-making? How?

Appendix 5: Semi - Structured Interview Questions (continued)

Category	Questions
	What is your role in DRR? Do you have a solution for eliminating the existing problems and providing a more efficient cooperation environments
Academia	- How do you define “risk” in disasters? - What is the biggest challenge about disaster risk reduction efforts in cities? - Academic studies have shown that Turkey has a centralized disaster management system. What are the advantages / disadvantages of this structure? - As an academy, is your access to information in different organizations easy in your studies? - Who are the most important stakeholders in Disaster Risk Reduction and why? - Are other stakeholders involved in decision-making? Why/Why not? - Did you get involved in Disaster Risk Reduction Platform? How do you think these three sectors approach each other? Explain separately for each stakeholder.