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DETERMINING THE PEOPLE'S PARTICIPATION STRATEGIES IN EARTHQUAKE CRISIS MANAGEMENT, A CASE STUDY: ZANJAN PROVINCE

***Safullah Keramati and Amir Mahmood Zadeh**

Department of Futurology, Shakhes Pajoh Institute, Isfahan, Iran

**Author for Correspondence*

ABSTRACT

This article is intended to identify and prioritize the people's participation strategies of Zanjan province in the earthquake crisis management from managers and experts' point of view. For this purpose, at a sample consisting of 30 managers in crisis management area were selected purposefully by Delphi and survey research methods and the managers commented on attracting people's participation in the earthquake crisis management extracted of previous researches. Then, the results obtained from Delphi section set out in questionnaire form and its reliability was calculated to an acceptable level. The questionnaire was performed for a sample consisting of 257 experts selected randomly in different areas of crisis management. The results Exploratory Factor Analysis and Friedman test demonstrated that people's participation in earthquake crisis management strategies can be categorized in several homogeneous groups with dedicated work groups based on their priorities. The obtained strategies are: dividing community labor among trustees and specialists, holding courses for sharing city-to-city experiences, identifying and recruiting volunteers through schools, using education methods through face-to-face method, creating community informing channel on social networks, employing crisis management teaching methods in social networks, hold courses on how to manage stress while earthquake and teaching fundamentals of rural relief in order to diminish disaster damages.

Keywords: *Social participation, Disaster managements, Community-based management, Earthquake*

INTRODUCTION

One of the considerable issues in crisis management is people's participation and community-based participation. Indeed, the people's contribution in the processes related to crisis management cycle arises out of people's participation and community-based participation; the process during which people take part in decision-making, programming and accomplishment processes when they are exposed to dangers or disasters and they try to prevent crisis and restore the community to situation before the crisis individually or with the help of governmental and NGOs. Since the opportunities and areas of people's participation vary from society to society, one of the prerequisites for identifying ways of attracting people's participation is identifying the bases in the target community. One of the essential components in disasters management is people's participation because in different crisis management cycles, the target groups in performing interventions are residents of disastrous country. Thus, one of the main principles in decreasing disaster and life losses arising from the disasters is attracting community-based participation against the natural disasters. It's necessary to have community-based participation in the three previous stages, before, during and after crisis; but it is very important in pre-crisis occurrence specially in preparation stage (Roshandel, 2008). In recent years, the consolidation of necessary prevention and the provision of continuity in the welfare of society has been linked to the management of natural and human disasters. The lack of community-based prevention approaches in destructive effects of natural disasters has affected cities and villages by its undesirable effects. It necessitates to plan on crisis management and consider people's participation for decreasing economic and social effects of natural disasters like earthquakes. Zanjan, as a province in Iran, is at risk of potential natural disasters such as earthquake. This province, with an area of 22164 km², based on the last country divisions, has 8 counties, 16 districts, 21 cities, 46 rural districts and 1208 villages (Statistical center of Iran, 2011). Based on this statistics, 976

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village are inhabited and 232 haunted. Zanjan province in terms of geology and land shape has two mountainous and plains areas, and most of its cities are on hill-sides and on plains between mountains. In terms of tectonic, two major faults pass through Zanjan and a ect other sub-faults. These faults are one of the active faults in Iran, which has always been possible to move along with devastating earthquakes. Due to the presence of Zanjan province on the northern belt of the earthquake and also due to numerous faults, including the Zanjan, Soltanieh, Rudbar, Astarra and Aipak faults, along with the past earthquakes and the number of casualties and damages is considered as one of the cities with a high relative risk. Therefore, due to more than 40 earthquake factors inside and outside the province, the probability of a high-power earthquake is high. Therefore, tendency become necessary to preventing and managing the natural disasters caused by natural disasters. Accordingly, management of natural dis-asters, and especially social participation in coping with natural disasters, is one of the important issues of crisis management in the province. As a result, the main question of this research is, what are the strategies for attracting people's participation in earthquake crisis management, and what are these priorities? Therefore, the purpose of this study is to investigate the views of the authorities of the disaster-related areas on the participation of the people of the province in coping with the earthquake crisis in order to identify ways of attracting people's participation, the priority of these strategies is also extracted.

Research background

"The Role of Public Participation in Reduction of Earthquake Damages in Historical Textures" is a research paper by Abuei and Danaeeinia (2011). This research, using crisis management techniques in earlier earthquakes and examining the challenges, lacks and decencies, explaining the status of public participation in the process of earthquake crisis management and stress the necessity of carrying out any measures with the presence of all resident social groups. Researchers believe that according to earlier earthquake experiences, there is often no link between people's demands and government services. On the contrary, public participation and the ability to discover community capacities from the vulnerable community perspective are more acceptable. This potential, in most cases, is more durable and more reliable unto the people. People, as rich social capital, are well positioned to decide on issues that affect their lives. The scope of these endogenous contributions includes the pre-post-crisis stages. Capacity-developing, developing trust and developing a broad network of cooperative relationships, along with durability and proper response to de-mands, they will be able to reduce costs. Findings of the research indicate that, given the large volume of covert measures required by the government during the crisis, it is possible to hand over manage crisis management through a coherent and precise plan to the people, with full knowledge of their capacities, they will make the most realistic decisions with maximum efficiency.

"Community Participation in Disaster Management: The Role of Social Work in Promoting Participation" is the research title of Anwar Hossein (2013). According to the results of this study, universities and science centers should work together to integrate disaster management in their curricula so that social workers, skilled and efficient, are trained to manage the impact of natural dis-asters. In addition, the government needs to allocate more funds to the NDM, government social should abandon bureaucratic attitudes and be more friendly with the community so that a community-based disaster management program can be implemented successfully.

The Social Resource Management and Social Development Center (2008), in a report entitled "Community Participation in Post-Disaster Rehab and Recovery", explores earlier research on this topic. Based on this research, the bene ts of Collaborative Disaster Management include improved analysis, effective planning and implementation, increased accountability and participation, as well as linkages between relief, rehabilitation and development, and allows people who are at risk of disasters to social activists will appear with the knowledge and awareness of their statues, as well as their competencies and beliefs. Hence, it is crucial that neighborhoods participate in designing and implementing of relief programs in order play a more e effective role in the post disaster reconstruction process. Each approach in this respect ought to be flexible and touchy to local texture. Relief agencies must consider community

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adaptation strategies, rather than force their own pre-prepared interventions. The foremost vital ways of attraction to bring neighborhoods in participation include providing scheduled and regular accessibility to information and identifying the capacity of neighborhood organizations.

The "Participation of women in the Community-Based Disaster Preparedness (CBDP) program" is the report title that the Indian Care Center (2008) has published it. This research is a qualitative study that addresses the role and nature of women in the community-based preparedness process for coping with disasters. The study provides finding that reflect the changes that women experience via contributing to disaster response programs. These changes are basically made on those parts that bring women to the public areas, giving them the opportunity to challenge stereotypical division of responsibilities in the community-based disaster preparedness programs. Examples of this include learning non-traditional skills such as rescue, managing relief camps and estimating disaster losses. The study also suggests that in demonstrating knowledge of the crisis, men are more likely ready than women. It is also the case in decision-making processes and institutions that are organized by community-based preparedness programs to deal with disasters. However, when women criticize situations, they tend to challenge gender-based advantages and accept more strategic roles in such programs.

"Social Participation and Disaster Risk Reduction Behaviors" is a study of South Thailand's Regions by (Witvorapong et al, 2013). The aim of this study was to investigate the relationship between social participation and disaster risk reduction activities. In survey study a sample of 557 participants was collected from households in areas susceptible to tsunami in Thailand in 2012. According to the study, those who acted damages from the 2004 tsunami would be more likely to engage in community activities to address the dangers of the tsunami. Women in comparison with men are more likely will prepare rescue equipment or have an emergency plan and they will also tend to migrate. People living in a neighborhood with a high percentage of educated women are more likely to participate in community efforts to reduce the consequences of disasters.

Study of Literature

Participation means employing personal and individuals' resources in order to advance a single goal. In this regard each person of a society in all respects share the same goal for reaching the ultimate goal (Mirsardo and Hosseini, 2010). In another deferent, participation is the mental and emotional involvement of individuals in group situations which prompts them to help each other to achieve group goals and cooperate in charge of responsibilities where in this definition lies three important concepts, including engagement, helping and responsibility (Tusi, 1991: 54).

Types of Participation

There are deferent views on how to categorize the concept participation, but the following two categories can be put forward. The second category considers the participation in general and the second category of participation focuses on crisis management. Participation in general can be distinguished in four main types:

- a) Early Social Participation: This participation is in the form of dialogue with the people. This type of participation has been used for centuries by religious leaders and the proponents of various ideologies to attract people and encompass all the individual's contributions for desired practices and rituals. Such participations can also be called religious participations (Shadi Talab, 2003: 82).
- b) Behavioral or Conditional Social Participation: This participation is referring to as a kind of social participation that seeks social mobilization through the use of social psychological methods and the use of media and cultural mechanisms to engage everyone in order to participate.
- c) Coherent Social Participation: This participation is realized in the form of unions and associations, and it proceeds on the basis of social and cultural integration and socialization of participatory culture.
- d) Social Participation of the Developer: This type of partnership is considered as a social, global, total, multidimensional and multicultural process, and ask individuals to participate in national development (Piran, 1997: 27).

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3.2. Community empowerment and resilience from bottom to top

National resilience is generally the result of the ability of citizens who are at all levels in terms of planning, preparation, response, reconstruction, and ultimately adaptation to new conditions, supported by public and private sectors. Intervention from the bottom, which is necessary, means the participation of citizens in promoting the resilience of their community, since the community conditions are not the same across the country and the history, geography, ethnology, culture and infrastructure of each region are deferent from one another. In addition, each society faces its own particular risks and crises. Some general measures lead to the promotion of resilience of various communities include:

- ✓ Intervention of all people in the planning and policy process
- ✓ Linking the empowerments and interests of the public and private sectors to promote resilience
- ✓ Informing, communicating through social networks and promoting a resilient culture
- ✓ Citizens, groups and families organizing to prepare for crisis { Appropriate provisions regarding land use
- ✓ Approval and enforcement of appropriate building regulations and standards in order to cope with the hazards

The Crisis and its Stages

Crisis is the occurrence of any natural or man-made hazard such as sea storms, tornadoes, hurricanes, surges formed by sea tides, tsunamis, earthquakes, subsidence and landslides, blizzards and squalls, droughts, con agnation, explosions, chemical and radiological leaks, and terrorist acts in human societies in every part of the world where community facilities and relief agencies cannot cope with the losses and damages caused by them (Poorheidari and Volodbegi, 2012: 42). The crisis is in fact a situation that suddenly appears around human a result of natural and abnormal events and factors. It also indicts difficulty and damages on a community or human society, and eliminating it requires emergency e ort. Due to the fact that so far there has not been an agreement between the experts on the deferent of a crisis, working in the area is not easy. The word "crisis" is actually derived from English, which is entered from medical science to social sciences and economics. The crisis in medicine is a condition in which organs are irregular and at risk. In the context of social issues, the crisis is a state in which society and organization are out of order and disturbed. Given the foregoing, the crisis is in fact a disturbance of the normal conditions in which sudden and unpredictable problems arise, and in such a situation, principles and norms and other conventional laws do not work. An ordinary crisis has three stages:

a) Pre-crisis stage: Employees usually notify their managers when they understand or confront with "critical (emergency) situations" So it can be said that the pre-crisis stage is a warning attitude. At this stage, the crisis is only evident within the organization and its related issues have not yet come out of the organization. At this stage, managers should analyze the crisis and decide what measures to take and to determine if this crisis can cause serious problems. (Alamdari, 2010: 113).

b) Acute crisis stage: A crisis changes from the initial stage to the acute stage and the issue of crisis moves out of the organization. At this stage, managers do not have many choices; just have to control the situation so that damages can be reduced. The crisis management team should begin their actions when the crisis enters its acute stage. The team members have to do their best to minimize damages. This stage involves: quick action, specifying the facts, providing accurate and timely reports, and keeping situation stable.

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c) Post-crisis stage: At this stage, the organization tries to rehabilitate damages in the acute stage of the crisis. Managers should explain to their customers, shareholders, and people the where the origin of crisis has been and clarify the facts and restore credibility to the organization (Alamdari, 2010: 113).

MATERIALS AND METHODS

The present study is carried out by means of three research methodology in clouding: Documentary, Explanatory, Survey and Delphi research methodology. In recent Delphi's applications, an interview with experienced experts is used to design questionnaires. That is Single-stage studies are used frequently in which data from interviews is used as a feedback to set out a quantitative questionnaire (Alizade, 2006: 41). Survey is a quantitative method in social and behavioral research in which the questioner asks for a number of specific questions from a sample of a population and generalize the endings to the target population. In this research, A documentary method has been used to collect data about the background of indoor and outdoor studies and to extract strategies for earth-quake crisis management from previous research. By using exploratory Delphi, the initial strategies derived from previous research have been completed and modified according to leaders' opinion in crisis management and by using the survey, the priority of the strategies before, during and after the earthquake crisis is determined again by the experts. For collecting data, a questionnaire and taking notes of texts and documents have been employed.

RESULTS

Findings

The analytical finding of this study showed that the Pre-crisis earthquake strategies in the province can be categorized, based on the results of exploratory factor analysis, into eight factors or groups. It should be noted that the priorities of these following strategies are significant in terms of the average of the ranks and Friedman test.

Group 1 strategies in priority order are:

1. Dividing community work between trustees and community specialists
2. Holding experiences sharing sessions in each city
3. Identify and recruit volunteers' labors through schools
4. Applying face-to-face training methods
5. Creating a community informing channel on social networks
6. Applying crisis management training methods in cyberspace such as social networks
7. Hold courses on how to manage stress and keep calm during an earthquake
8. Training of rural relief cores to reduce disasters damages
9. Understanding general practices and correct sheltering in any situations
10. Holding courses for families to introduce relief and rescue equipment
11. Relief and rescue training for social workers residing in deferent areas
12. Relief and rescue training for medical centers nurses in urban areas

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13. Stress and Resistance Management during an earthquake

14. Understanding general performance and right shelter in all situations Group 2 strategies in priority order are:

1. Holding a free relief course in various urban areas
2. Holding a free self-relief course in various urban areas
3. Holding familiarizations courses on the phenomenon of earthquake and its possible effects
4. Safety-centered lifestyle training to citizens
5. Relief and rescue training for students and teachers
6. Mapping of various urban vulnerable areas

Group 3 strategies in priority order are:

1. Informing about headquarters' crisis programs and public summon at the neighborhood level
2. Conducting regular meetings of the neighborhood crisis management head-quarters in public places, such as mosques
3. Train pre-trained female instructors in the region
4. Distribution of free educational packages
5. Using of the capacity of NGOs in public education
6. Holding neighborhood -based trainings in all city neighborhoods to reduce disasters
7. Simulation of disasters condition and its consequences to create the ground for stimulating the sense of community residents
8. Preparation and publication of emergency telephone numbers in case of natural disasters
9. Use the education capacity to train students

Group 4 strategies in priority order are:

1. Understanding the conditions of debris removal
2. Providing rescue bags and packs before the earthquake and keeping them in a safe and accessible place
3. Familiarize with issues of temporary residence and Maintaining your own, family and community security

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4. Familiarity with post-earthquake events and its possible damages

Group 5 strategies in priority order are:

1. Determining the supervisor of the crisis management team

2. Formatting the community volunteer relief and rescue teams Group 6 strategies in priority order are:

1. Training religious groups to reduce disasters

2. Training Basij forces to reduce disasters

3. Accomplishing rescue maneuvers in urban worn-out texture

4. Training die rent guilds in reducing disasters damages Group 7 strategies in priority order are:

1. Showing of documentary of other countries that had a successful experience in disaster management for community residents

2. Teaching how to identify safe and secure places in the constructions for households

Based on the results of factor analysis, during and after the earthquake crisis strategies were identified in 5 factors or groups. Group 1 strategies in priority order are:

1. Waste disposal by community residents

2. Estimating losses due to earthquakes by community Crisis Management leadership

3. Establishing temporary accommodation camps by community residents

4. Provide food and clothing needs of the injured by community residents

5. Temporary accommodation of the injured by community residents Group 2 strategies in priority order are:

1. Community collaboration with documentary makers

2. Documenting the actions taken

3. Sharing information in times of crisis

4. Integrated leadership of community relief and rescue forces during disasters

Group 3 strategies in priority order are:

1. Burying the dead by the people

2. Launching community relief teams with basic equipment

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3. Getting help from community residents to open passages and avoid injuries
4. Using of community teams to secure residences

Group 4 strategies in priority order are:

1. Using the private site on social networks to inform instantaneous crisis management
2. Using of community acquaintances to remove debris and rescue injured people
3. Using of community caregivers and nurses for relief and rescue
4. Using mosques to coordinate community relief and rescue
5. Helping people under the debris and partial debris removal

Group 5 strategies in priority order are:

1. Providing the list of requirements for damaged areas
2. Cut electricity and gas
3. Identification of entryways and exits
4. Avoiding people from congestion and working with relief and rescue teams
5. Providing safe drinking water for injured people

SUMMARY AND CONCLUSION

In this research, strategies for attracting people's participation in earthquake crisis management were identified and prioritized from the viewpoint of managers and experts. These priorities can be identified in several working groups, which by forming these NGO groups, people's participation in earthquake crisis management can be promoted. These strategies suggest the need to pay attention to bottom-up approaches earthquake crisis management. In order to minimize the consequences of the earthquake; therefore, it is necessary to use the participation of people, rather than advocate centralization and Organizational Behavior.

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