The necessity of using community-centered approach in crisis management and using the experiences of other countries

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ABSTRACT

Objective: The crisis consists of extreme fragmentation in the activities of a society in which process human beings, agricultural and environmental assets in large-scale have severe injuries so that the community can only give help from their available resources. **Methodology:** Crises classified based on its speed and severity which often occur suddenly or slowly or based on its cause is natural or man-made. Studies have shown that among the 40 species of natural disasters ever recorded about 31 species occurred in Iran and the only deaths caused by the earthquake are included only 17% of all disaster deaths in the world. The most common disasters happening in Iran include: Earthquakes, floods, droughts, landslides, winds and devastating storms and thunderbolt. The mortality rate in coping with the disaster is very high in developing countries that one of its agents is the lack of a solid foundation and strong economic infrastructure, which otherwise lack acting about this issue the issue of disasters can slow or halt the process of development of these countries. **Results:** This paper first the necessity of using the community-based approach to prevent and cope with crises has been studied and then experiences of selected countries in the field of people-centered crisis management evaluated and compared. **Conclusion:** The studied experiences has shown studied in different countries that taken measures in the different stages of the cycle of crisis management, especially the prevention and preparedness have the highest and best effects that community involvement exists at the local community till all levels of academia government and the international community. This confirms the need for the community-based approach in crisis management.

1. Introduction

In disaster management, community refers to a group in which one or more features are overlapping. Such as the environment, exposure to hazards, occurrence of an accident and similar crises or affected by a particular crisis, the same problems, hopes and common points regarding risks and injuries among members of a community are common. However, the people who live in a society in terms of vulnerability, adaptation and capacity are quite varied. Some of them has more vulnerable or resiliency and capacity than the others (Belkhouche and RedaBakeer, 2001).

1.1 The crisis
Accidents arise suddenly or increasingly in natural way or by mankindand impose a hardship on the human community that to overcome they need the fundamental and wonderful steps.

1.2 The effects and critical properties

In general, characteristics and effects of the crisis can be classified in three parts:

A: global and national level

B) The natural accidents and unnatural event (manmade)

C) Unexpected like a flood - Earthquake - Storm - volcano - landslide and long term:, such as epidemics - Drought – Famine

1.3 All kinds of events and crisis

1. unexpected such as construction accidents - accidents - Explosion - Fire

2. Long-term: the internal conflict and social upheaval – war

Details of the crisis:

1. The crisis is generally unpredictable (mean it is cannot be predicted that when and where it happens)

2. The crisis has a destructive effect and people who before the crisis do not need help upon crisis are in need of help.

3. They have long-term and amortization nature and effects.

4. In a crisis situation usually, the decision-making under serious conditions and limited in time and the required information is incomplete decision-makers.

5. The time before transmission limits the time and surprise and amazed unit members.

6. Limiting and compression of time, surprise, stress, and distortion of information.

1.4 Crisis Management

The process of anticipating and preventing the crisis occurrence, conflict, and intervention and sanitation of crisis after crisis occurrence called Crisis management (Claypoole, John and Jansen, 2005).

Crisis management is an applied science That by them systematic observation crises and analyze them in search of a tool By which to prevent crises, or in case it is prepared to reduce the effects of quick relief on recovery action.

Today, most major weaknesses of crisis management are lack of coordination and cooperation of organizations and lack of comprehensive rules and regulations and inadequate distribution of existing laws and regulations, and limited financial resources,Fortunately, there are many strengths also include useful experience in management of the crisis and the spirit of cooperation on altruism in society and good and worthy contribute in people and NGO organizations such as the Red Crescent Society Which can be solved with more attention to the weaknesses and strengths the way for better performance and stronger in the paved crisis management. The threat and opportunities should be understood as well and prepared you for dealing with the threats and opportunities.

1.5 Threats

Threats include loss of motivation and interest in working volunteers and people who enter into the service, continue to find problems such on shortage in process of increasing the public facilities (Conkey, 1987).

1.6 Opportunities

Opportunities include:The process of developing information and communication technology such as the Internet on satellite systems, global technology in the field of relief equipment,Increasing public opinion about the vulnerability and seismic risk in the countryand existed global flow that causes to increasing people's public believe in the field of the vulnerable and fertile country and existed global flow that trend to increasing attention and trust of the NGO organizations is sent.In fact, a crisis manager coordinator between the institutions and policies of server activities and should create at least need preparation in your organization,Improve administrative systems and with management tactics, increase performance and effectiveness of individuals and attention to the social factors political and cultural crisis. The crisis manager should consider delegate authoritymeans the level of any person's disposal will determine according to the specific needs to prevent interfering of authorities in crisis management tasks are usually several organizations involved which shouldwith full coordination respect to crisis prevention of reduce its effect and need preparedness take actionas well as relevant organizations should be a favorable manner to carry out necessary measures and take action for the improvement of the situation after the crisis (Fatehi and Mousavi, 2007).

2. Materials and methods

2.1 Crisis management views

2.1.1 Traditional view

In traditional methods, crises were recognized as phenomena that must pay to deal with them. This method of crisis management refers to activities such as providing food and shelter after the accident refers and especially on the plans before the accident has limited capacities and helplessness and passivity in the population are its features (Foster, 1980).

2.1.2 Modern view

In modern methods also identifying risks that threaten society, it considers using community-based approaches and different layers of society empowerment and participation and enhances their readiness and in the event of disasters, recovery will be faster than the previous situation, while allowing a significant amount of human and financial losses will be reduced following disaster. Today, with changes from state-centric management approach to people-centered societies several steps have been taken for the definition of public participation and public participation at the international level (HALE, 1997).

According to some discretionary social or political constraints, the movement management system and decision-making of state-centered to people-centered faced constantly issues of social and political challenges (King, 2007).

Some of these challenges include participation in the activities of the national to local level, people involvement in the type of activities, including participation in decision making, monitoring Runs and the like can be mentioned. Public participation in its lowest level for many years that there have been voting in most countries, but improving participation in higher stages of the operation, supervision, accountability and decision-making, has always been done slowly. Basically, the different public participation processes for the government, business and industry, non-governmental organizations (NGO) and the public is beneficial. These benefits can cover several issues. The following table of benefits is counted.

Table 1.

For NGO and citizens	For merchants and Industry	For government
An opportunity for citizens to influence the decision-making process	Increase awareness of the impact of commercial and industrial activities on social conditions	Make informed decisions in government through ideas and methods align Comments
Access to information and raise awareness on issues that you may face themselves and their families in the community.	Raising the level of knowledge of the demands of customers and how to sell better	Improve knowledge of citizens, including people's understanding of the project and considerations involved in deciding awareness of the prerequisites for an efficient system of democracy and public utility and ultimately trust in government agencies
Get information about latest decisions: Who and on what basis the decisions	Increase the level of legal access to government decisions that directly affect the industrialists and businessmen	Complementary activities Supervision Inspection and other essential activities, thereby saving time and money
Raise awareness about community solidarity	Reduce the potential for disputes and legal actions against the state or customers because understanding their views in relation to the duties and obligations	Increase the power of government to have popular support in the pursuit of people
Increase the citizens will and feeling positive impact on the community and society	Improving the investment climate in project financial and credit institutions by providing public participation in the project follow-up report trends	Although using public participation in decision-making cause increasing time of decision-making and financial burden for the government but it takes time and significant financial costs due to unwanted changes due to incorrect decision and will provide a different offer in the future
	Providing an innovative and appropriate solutions based on local needs	Providing innovative and appropriate solutions based on local needs
Therefore ensure the correct relationship between local decision making and involvement of experience in preparing and implementing strategies	Creating a good relationship in the future with community leaders, customers, NGO, general public and the media	Creating a good relationship in the future with community leaders, NGO clients general public and the media

2.2 Practical steps in the management of community-based crisis

In this approach risk assessment that society is exposed, vulnerability analysis and determining capacity occur based on activities, projects and programs to reduce the risks of disasters and crises .In this way the society will involved in the process of assessment, planning and implementation. By using this approach, the real needs of society by taking into account available resources will be discovered. Also the problems are well identified and appropriate interventions will be carried out.

The implementation of community-based management of the crisis has seven consecutive steps some of these steps before the crisis, some during, or after the occurrence of crises are removed. Take each step, the next step will be followed and will facilitate the next steps.

All of these steps will guild us to the new system in the planning and implementation which provides possibility of effective apply and efficient management practices to reduce the risks of accident (Miller and Mcburney, 2005).

2.3 These seven steps are

- The choice of society: at this stage, according to predetermined criteria communities that are most vulnerable in the face of possible risks will be selected.
- Gain the trust of the public and stakeholder groups and create mutual understanding in society: Taking these steps requires communication and getting a satisfaction of local people. When this public trust is made it is necessary that society becomes understanding in social, economic, political and cultural condition. This communication on the next steps, especially at a time when risk assessment is done in a participatory manner and is established in the deeper and more dynamic society.

- Assess the risks of disasters and crises, participatory manner: this step which is the detection process is done to identify risks and its consequences. This step includes steps such as risk assessment, vulnerability assessment, and evaluation capacities. In practice, the people of the risks of accidents must be determined.
- Plan to manage the risks of accidents with participatory manner: The move came after analyzing the results of the risk assessment carried out in a participatory manner. In this step, the people themselves take the measures necessary to reduce the risk of identification to reduce the vulnerability and increase their capacity. The measures in the population at risk are named as "the risk reduction management program in the community".
- Organizing and training community-based crisis management is necessary to reduce the risks of disasters and crises, organize the community. As well as training leaders, managers and stakeholders for capacity building is an important step in this process should be taken.
- Targeted encouraged and guided the implementation of community activities: community-based crisis management should implement programs directed at target groups and other interest groups will also be encouraged to support these activities.
- Participatory monitoring and evaluation: network communication Should be created which with its help, information among all stakeholders including the public, personnel protection agencies and public institutions responsible exchanged.

Table 2 shows findings of the study related to comparison features in selected countries. Types of policy makers in planning processes, organization, coordination, and control are shown in this table. The purpose of community participation is participation with respect to the whole partnership. This includes active participation and passive range across the two side of spectrum that the consultant involved, there's colleague and the learner. The spectrum is shown in Figure 1. Based on data from a comparative study of selected countries and compare them became clear that interventions in selected countries of different patterns for the community-based Interventions. America the dominant form patterns hierarchical model used in the United States, Australia, Paterno pattern Johnson and strengthening initiatives, in Turkey all kinds of hierarchical patterns, the United Nations, UNCRD, strengthening initiatives. Although the predominant form of intervention used is chain AHP. In Solomon Islands, the patterns community-based fitness program integrated ICDPP (Disaster community-based integrated preparedness Program) and UNCRD for intervention is a community-based is used. Japan achieve to an inclusive model that is the combination of the advisory councils patterns is formed according to the United Nations hierarchical and cultural terms (Qissvandi, 2010).

ICDPP used pattern in the Philippines and in India of all kinds of UN patterns, UNCRD, humanitarian relief organizations, strengthen moves spontaneously. In the countries studied, most interventions at the local level in the villages and neighborhoods in cities and at the same time, we have tried these interventions, all phases of the disaster management cycle Hillary Rodham Clinton (Zamani and Mehri, 2012).

3. Discussion and results

Although some countries such as India and the Solomon Islands on stage before the outbreak and in others, such as Turkey on stage after the fact, more emphasis has been made. In terms of guiding these interventions, in all the selected countries, the role of government agencies responsible pronounced; Except that in the former Solomon Islands and the Philippines because of the weakness of the central government and the failure of disaster management, international NGOs have taken important and the latter because, by law, this task is the responsibility of non-governmental organizations, non-governmental organizations have undertaken guided interventions (Sadr Momtaz and Mahmoudi, 2007).

Japan to achieve inclusive model that combines the advisory councils patterns, hierarchical model, according to the United Nations and Aboriginal culture and it is to be formed. ICDPP pattern used in the Philippines and in India of all kinds of UN patterns, UNCRD, humanitarian relief organizations, strengthen moves spontaneously. In the countries studied, most interventions at the local level in the villages and neighborhoods in cities and at the same time, we have tried these interventions, all phases of the disaster management cycle Hillary Rodham Clinton. Although some countries such as India and the Solomon Islands on stage before the outbreak and in others, such as Turkey on stage after the fact, more emphasis has been made. In terms of guiding these interventions, in all the selected countries, the role of government agencies in charge are more obvious, except that in the former Solomon Islands and the Philippines because of the weakness of the central government and the failure of disaster management, international non-governmental organizations important claimed and the latter because, by law, this task is the responsibility of non-governmental organizations, non-governmental organizations have undertaken guided interventions. By comparing the selected countries, we find that most interventions at the local level in the villages and neighborhoods in cities and in all phases of the disaster management cycle is done, Although disaster type in these countries, divisions, and rules governing the system disaster management on community involvement influenced and has led to a certain stage, the emphasis is essential. For example, in India and the Solomon Islands, on the participation of the people in Turkey before the disaster and more emphasis has been on stage after the event (Yazdi, 2007).

It also showed that in pre-disaster (Pre-disaster phase) and after disasters (Post-disaster phase), however the active participation of community involvement and learning desire, the result of interventions will be more effective. But in the event of (Disaster phase) and quick response (Rapid Response), the roles of people become passive role. Organization of pre- and post-disaster can be in terms of collaboration, hierarchical structure (Pyramidal Hierarchy) from bottom to top (Bottom-Up), or matrices; while on stage must have a structure hierarchical top-down (Top-down). Pre- and post-disaster planning, in terms of collaboration, better centralized and decentralized practices carried out at all stages, towards the end of the active role of the people is the whole desire. But on stage during a disaster, because of the importance of time in the meet, the people should be the role of consultant, fellow, the lead information and passive. Coordination and guidance of this stage, because of the security dilemma, should the military or paramilitary forces circuiting transfer encompasses pre-disaster preparedness and early warning, the people role should be considered an active role. Table integrated community-based studies conducted in the areas of disaster management in selected countries and their comparison is shown in Table 2.

One of the features designed model is the involvement of society through design "Strategic Council draws and direct participation of interest groups. The Council that are anticipated based on the headquarters of the Interior Ministry, governors and the council, below your set has committees that are formed as necessary (Tajik, 2000).

The role which Councils will play is a strategic role in this area. Most emphasize of this pattern is in presence and community involvement at the local level in the villages and neighborhoods in the cities. This presence facilitated through the creation of "Strategic Council" in the headquarters of the municipality and the Strategic Council on VA headquarters. Under the Strategic Council headquarters in municipal areas or VA, these two executive planning councils are connected through the interface facilitator based in mayors or village administrators, and residents trained volunteer mentor (Yavar and Mirtaheri, 2009).

Local volunteers in villages and neighborhoods in their cities bear responsibility for organizing people. The forces guide and organize 6 Operations Committee, support, safety and security, public relations and media, planning, organizing and education. These components are shown in Figures 2 and 3.
 A practical step that is necessary takes in the process of before, during and after disasters shown in Figure 4.

Table 2. Table integrated community-based studies conducted in the areas of disaster management in selected countries and their comparison									
country name	Pattern used	Intervention level	Intervention phase	Most emphasis is on stage	Leading organizations	Type of community participation in planning	Community participation in policy-making	Type of community involvement in the organized	Type of community involvement in harmony
America	Hierarchical	Local neighborhood	All steps	All steps	Governmental	Partner and Consulting	Passive	Active learner	Passive
Australia	Patron pattern and Johnson, strengthening initiatives	Local neighborhood	All steps	All steps	Governmental	Active learner	Passive	Active	Active learner
Turkey	Hierarchy, the United Nations and spontaneous, UNCRD	Local neighborhood	after the outbreak	Retrieval	Governmental	Passive	Passive	Passive	Passive
Solomon Islands	ICDPP UNCRD	Local	preexisting	prevention	NGOs	Active learner	Active learning and peer	Active learner	Active learner
Japan	Integrated model Advisory councils, the United Nations and hierarchical model	National	All steps	All steps	Governmental	Partner and Consulting	Passive and Consulting	Partner and Consulting	Passive
Philippines	ICDPP	Local, district and national	All steps	All steps	NGOs	Active learner	Active learner	Active learner	Active learner
India	United Nations, UNCTAD, humanitarian relief organizations to strengthen initiatives	Local neighborhood	Preexisting	prevention	Governmental	And consultant and active partner	Partner and Consultant	Partner and Consulting	Partner and Consulting

4. Conclusion

The studied experiences has shown studied in different countries that taken measures in the different stages of the cycle of crisis management, especially the prevention and preparedness have the highest and best effects that community involvement exists at the local community till all levels of academia government and the international community. This confirms the need for the community-based approach in crisis management.

On the other hand use of this approach, cause increasing the level of safety in the community, Capacity Development and increasing compatibility of people in the face of disasters and in the long-term it will increase sustainable development in society. In general it can be said that according to the following reasons attracting and guiding public participation is essential in the process of crisis management:

The first is that no one is better able to identify opportunities and threats community of communities, so identify needs must take place by local communities. This leads to many problems.

Second, no one is more interested in preserving the life of the local community, ensuring the welfare of its own. So gaining information to deal with the crisis and the way of delivering to people should be such that people can understand.

Third, there is growing evidence which demonstrates the use of traditional approach from top-down and hierarchical approach to crisis management is based on accountability programs, has not been successful in determining the needs and vulnerabilities of communities. While the use of these practices, thereby cause ignoring local resources and potential or even in some cases also increase the vulnerability of communities.

The result is that the emphasis on community-based approach is needed for facing the crisis which places in top priority of any organization and this means that people at risk participate in all stages of crisis management at the local, provincial, national planning and implementation.

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