



Provincial administration in crisis and emergency management in Turkey

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Abstract

The unexpected and extraordinary situations such as typhoon, flood, earthquake, volcano eruption, nuclear, epidemic, chemical and biological substances threatening human health, accidents related to airline, sea or highway transportations, terrorist attacks, widespread act of force, risk of war as well as extraordinary developments in monetary and financial markets are generally considered among the causes of crisis.

Due to different factors such its geographical location, geological structure, the characteristics of the settlements and the inconvenience of the existing building stock, Turkey is often faced with disasters and state of emergencies.

The Ministry of Interior is responsible and authorized for both ensuring the public order and security in Turkey and for disaster management throughout the country. In the provinces and districts within the provincial administration system. The provincial administrators working as the representative of the central administration are responsible and authorized. The provincial executives undertake the function of “lifeguard in extraordinary situations”. Unlike the other professions, provincial executives fulfill their leadership and organizational duties both on the institutions and organizations affiliated to them, and the personnel working in these units and also on the management of crisis, disasters and emergency situations. In this study, the duties and responsibilities of provincial executives in the management of crisis and emergency situations in Turkey and the capacity of provincial executives to manage crises and emergency situations are presented.

Keywords: Emergency Management, Crisis, Security, Disaster, Provincial Administration.

1. INTRODUCTION

The unexpected and extraordinary situations such as typhoon, flood, earthquake, volcano eruption, nuclear, epidemic, chemical and biological substances threatening human health, accidents related to airline, sea or highway transportations, terrorist attacks, widespread act of force, risk of war as well as extraordinary developments in monetary and financial markets are generally considered among the causes of crisis.

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Due to different factors such its geographical location, geological structure, the characteristics of the settlements and the inconvenience of the existing building stock, Turkey is often faced with disasters and state of emergencies.

In addition to natural disasters such as earthquakes, floods, landslides, fires or epidemics, human-caused crises and emergency situations such as terrorist events, widespread act of force, severe economic crises, cyber-attacks, energy supply security, international developments related to national security, marine/environmental pollution, marine security can also create serious problems in community safety.

Turkey is faced also with the massive population movements and problems arising from them as a result of vulnerabilities caused by the failed states around it.

These big -or small-scaled natural disasters and human- caused security problems and emergencies lead to both material and moral losses and negatively affect the economy and development of the country.

In today's world, one of the main features of public administrations is to foresee and prevent possible problems and prevent these problems before they turn into crises or emergencies. When these problems arise, managing in a planned manner is undertaken by public administrations.

The Ministry of Interior is responsible and authorized for both ensuring the public order and security in Turkey. In the provinces and districts within the territorial administration system, on which the management of the country is based, the provincial executives (provincial administrators) working as the representative of the central administration are responsible and authorized. The provincial administrators fulfill very important duties in the management of the pre-, during- and post-event in times of crisis and emergency.

As long as there is a possibility of disasters and treats related to the security, the necessity of the knowledge and skills of the provincial administrators in the management of crises and emergency situations are needed. From this point of view, the subject of this study consists of the duties and responsibilities of the provincial executives. The aim of this study is to present the capacity of the local authorities to manage crises and emergency situations.

In this study, first, a conceptual framework on the concepts of security, crisis, disaster and emergency and then, a legal framework for the territorial administration system in Turkey related to this context will be formed. The duties and powers given to the provincial administrators in the crisis and emergency situation related to the Country's legislation will be discussed. The findings of the study will be given in the conclusion part.

2. CONCEPTUAL FRAMEWORK

2.1. Security, Crisis, Disaster and State of Emergency

At the beginning of the 21st century, the concept of security comes first among the concepts which are mostly affected by the rapid and important changes which happened in various areas. As a result of new paradigms and definitions emerging in the field of security, this field expanded from the security of a country to the "international security" and it started to include different situations such as preventive combat, preventive war, environmental pollution, economic instability, illegal immigration, and the elimination of risk before it becomes a threat and becomes a crisis (Erdil, 2018: 3).

The concept of security has been repeatedly derived from the individuals and societies related to the changing worldviews and as a result of this, the question "What is security?" never had an answer which can be accepted by everyone and which can be applied to all times and geographies (KDGGM, 2017: 255-256). For this reason, the intellectual studies related to the definition of this concept are carried out with different perspectives ranging from individual security to international security.

In fact, security means a concept that is closely related to the concept of "self-protection" (Koca, 2019: 4-6), such as being safe, protection from threats and dangers, and the possibility of

exposure to attacks (KDGM, 2017: 256; Çıtak: 2019: 193). In this context, security includes all of the works that are carried out to ensure that the legal order in social life is carried out without a disruption and to ensure safety which enables people live individually and constitutionally (İdarecinin Sesi Dergisi, 2019: 16; TDK, 2020). In the Cambridge Academic Content Dictionary, it is defined more broadly, such as protection of a person, building, organization or country against threats such as crime or attacks by foreign countries or more narrowly, such as "avoiding danger" (Cambridge, 2020).

As stated by Carr (1946: 25) security is the primary goal of states. Buzan (1991: 432) emphasizes that security is the ability of states and societies to maintain their independent identity and integrity against the pressure of the change which they considered it as a threat and is the status of being away from threats.

Wolfers defines security as the objective meaning of it is the absence of a threat to existing values and the subjective meaning is not to fear that there will be an attack on these values (Wolfers, 1962: 150). It is also defined it as the state of a feeling which an individual is away from the harm caused by others (Koca, 2019: 9).

Ullman (1983: 133) develops a different point of view related to this concept and describes it as the protection of citizen's quality of life by the state against the threats.

Accordingly, the concept of security, in its simplest form, can be described as "a sense of being away from threats, worries and dangers" (Tekiner and Gemicı, 2019: 18).

After explaining the concept of security, the definitions of emergency situation, crisis and disaster should also be identified. In the Regulation (GAMER Regulations, 2019, Art. 3) regulating the organization, duties, powers, working procedures and principles of the Ministry of Interior Security and Emergencies Coordination Centers (GAMER) and which is in the Head Department of Disaster and Emergency and regulated by the Presidential Decree No. 4, (2018, Art. 31), the concept of emergency defines as "Events that stop or interrupt the normal life and activities of the whole society or certain segments and require urgent intervention and the crisis caused by these events".

In the context of possible emergencies, it can be listed as earthquake, landslide, volcanic eruptions, rock fall, tsunami, hurricane, flood, avalanche, fog and hurricane, epidemics, viruses, insect infestations, wars, terrorist attacks, sabotage fires, explosions and biological, chemical and nuclear accidents (Bolat, 2016: 4).

In the context of the term of security-based emergency, there is a definition as "Any security risk which may arise in emergency situations cause by nature, human or technology" in the Founding Decree of the Ministry of Interior GAMER (Presidential Decree No. 32, 219, Art. 2).

Like the definition of term "security", there are different definitions made for the term of "crisis". In some definitions, the concept is expressed as the inability to intervene in the threatening condition, while some researchers conceptualized the term as the necessity and priority to overcome unexpected conditions (Tağraf and Aslan, 2003: 150).

While the Turkish Language Association (TDK) defines the term crisis as the difficult period, melancholy, depression happened in a country or between countries (TDK, 2009), Sezgin (2003: 183) defines it as "unplanned circumstances, situations or event with an undesirable result." In the most general manner, Tağraf and Aslan (2003: 150), the term of crisis defined as "Tension situation which not expected or not perceived before, which need to be interfered quickly and urgently by the organization and which threatens the existing values, objectives and assumptions by affecting the prevention and adaptation mechanism of the organization."

In the Dictionary of AFAD (2020), the term crisis defined as "The occurrence of physical, social, economic and political events that disrupt the normal order and have the potential to have negative consequences for the society." The term crisis actually includes the situations which significantly threaten the normal system and the basic values of a society and which requires taking important decisions under time pressure and stress (Dictionary of AFAD, 2020).

Zehir (2018: 37) states the types of crisis such as "Natural disasters, flood, earthquake, wind, volcanic eruptions, mechanical problems, machine breakdown or aging, human errors, miscalculations, communications problems or crashes in computer systems in addition to administrative decisions and instabilities, crisis caused by the efforts of competitors who try to take over the organizations, environmental accidents, armed assaults, unexpected resignations, user's protests, wars, migrations, economic fluctuations and the life."

The term "disaster" is explained in the Presidential Decree No. 4 (2018, Art. 31) as "Natural, technological or human-caused circumstances which cause physical, economic or social losses, which affects the normal life or activities negatively for the whole society or certain segments of the society."

According to Özler (2011: 4), in a similar way, defines the term as "Natural or human-caused circumstances which cause loss and interrupt the social life for the whole society or certain segments of the society."

Disaster can be considered as events which require the coordination of many different institutions and organizations, which cause physical, economic and social disadvantages for human life and which affects communities or people by stopping or interrupting normal life and activities. Furthermore, an event must cause a loss of life or property in order to be considered as "disaster" (Erkal and Değerliyurt, 2009: 149). Özey (2006: 1), accordingly, identify it as "events causing loss of life and property."

The main factors affecting the size of the disaster are given in the literature as follows; the size of the event, the distance of the event from the dense settlements, poverty and underdevelopment, rapid and unsupervised urbanization and industrialization in danger areas, destruction and misuse of forests and the environment, lack of knowledge and education, protective and preventative measures which the society can take before and the significance level of these measures (Erkal and Değerliyurt, 2009: 149-150).

The types of disaster can be given under different categories. For instance, geological disasters such as earthquake, landslide, volcanic eruptions, rock fall, tsunami; climatic disasters such as hurricane, flood, avalanche, fog and hurricane; biological disasters such as epidemics, viruses, insect infestations; social disasters such as wars, terror attacks, sabotages and technological disasters such as fires, explosions, biological, chemical and nuclear accidents (Bolat, 2016: 4).

As the subject of the study is the duties and the authorities of the provincial administrators in crisis, disasters and emergencies, it is necessary to define the management of the concepts described above.

Security emergency management includes the correct, quick and effective management of before, during and after the event, the necessary analysis and planning studies carried out, creating solutions, making decisions, organizing trainings and exercises, establishing monitoring system related to the scope of duties and responsibilities, facilitating coordination between the relevant institutions and organizations and coordination of operations related to the security of the critical facilities, structures and investments which pose a risk at the national level (GAMER, 2020).

Crisis management is defined as a temporary form of management which is used during the crisis conditions and which aims to make the situation again normal. The difference of crises management from disaster management is that it does not have continuity, is limited to a certain time and it ends when the events or causes which require the crisis finish (Dictionary of AFAD, 2020). Sezgin (2003: 190) defines the management of crisis as "evaluating the possible crisis situation by receiving the crisis signals and the process of taking and implementing the necessary measures to help the organization overcome the crisis situation with the least loss". Zehir (2015: 51) emphasizes that management of crisis consist of six stages which are avoiding crisis, being prepared to manage the crisis, determining the crisis, suspending the crisis, solving the crisis and gaining advantage from the crisis.

Disaster management is described as "All out process of fight which needs to be done by the society in order to prevent disasters and reduce the harm, to respond to the events which cause disasters timely, quick and effective and to create more secured, developed and new living space for

the communities affected by disasters" (Dictionary of AFAD, 2020). In this context, it is described as "multidirectional, multidisciplinary, dynamic and complex management process related to prevention of the disasters and mitigation of damages, to planning, guiding, coordinating and supporting the measures to be taken before, during and after the disaster and which requires the use of opportunities and resources with all institutions and organizations of the society in line with the goals and priorities to be implemented effectively." (Dictionary of AFAD, 2020).

Özler (2011: 5-6), in a similar way, describes the disaster management as a "management in line with the targets in order to prevent disasters and to minimize the damages caused by the disaster and to plan, organize, motivate, support and to coordinate all the activities to be done during the preparation, intervention and improvement phases, which are the main stages of the disaster incident, with the common facilities and resources available to all public and private institutions and organizations."

The disaster management process consists of 3 basic phases and these are preparation phase related to the measure taken before the disaster, intervention phase related to the continuing effect of the disaster and final phase including the activities for preventing secondary hazards and returning to normal with the post-disaster improvement phase (Özler, 2011: 6-7). On the other hand, Karaman (2017: 3) identifies the integrated disaster management system as the cycle of pre-determination of dangers and risks for the prevention of damages of disasters and emergencies, taking precautions to prevent or mitigation damages that may occur before disasters, ensuring effective intervention and coordination and carrying out improvement activities after the disaster.

In the definition of integrated disaster management system, it is necessary to underline that it is related to the state of emergency. For this reason, it is possible that emergency managements based on emergency situations and security can be based on "integrated management." In this context, it is envisaged to manage security emergencies based on emergency planning and coordination within an integrated management approach (Presidential Decree No. 32, 2019). An effective emergency management requires planning, preparation and coordination and also requires extraordinary sources and powers unlike usual managements (Dictionary of AFAD, 2020).

Emergency management includes different phases such as prevention phase related to the regulatory physical or operational measures to prevent or mitigate emergencies; preparation phase including arrangements and mobilization of all necessary resources to prevent emergencies; intervention phase to minimize the effects immediately after an emergency occurs and improvement phase including renovating facilities as quickly as possible and making arrangements for the exposed community to overcome this situation quickly (Atlı et al. 2017: 8).

It is understood that disaster, crisis and emergency concepts given in this section are closely related to each other in terms of their broad meanings. It is seen that these concepts are sometimes intertwined, sometimes harmonized and sometimes used to define each other. As a result of this, it is seen that the phases of the crisis management, emergency management and disaster management include the similar phases. In fact, it is also possible that the integrated management approach has the qualification to be applied in disasters, security emergencies and even in the other crisis which affect the social life.

2.2. Organization of Disaster and Security Emergency in Turkey

Ministry of Interior conducts its duties which are based on fundamental rights and freedoms, with the human oriented perspective to ensure preservation and safety of border, coast and territorial waters, to establish effective disaster and border management and migration policies, to coordinate public services, to establish effective provincial and district administrations, to raise the service standards of local authorities, to provide population and citizenship services and to support civilian society (Ministry of Interior, 2020).

Article 5 of the Constitution assign the State the duty of "Ensuring the peace, prosperity and happiness of individuals and the society and protecting the fundamental rights and freedoms of the individual, independence and integrity of the nation, indivisibility of the country, the Republic and the democracy." By the Presidential Decree No.1, within the state organization, one of the duties of

the Ministry of Interior is "to ensure internal security and public order" and "to protect public safety." The Ministry of Interior does its duties with the "affiliated" institutions which are the Turkish National Police, General Commandership of Gendarmerie and Command of Coast Guard. In general, while the police organization is responsible for the urban areas based on the provinces and districts, the gendarmerie is responsible for rural areas and organized in regions, provinces and districts. Coast guard is responsible for the security and safety in the territorial waters and is organized in the regional and group command form. These organizations do their duties by being connected to the provincial administrators and by being in a close relation with them.

As a ministry service unit, Coordination Centre of Security and Emergency Management (GAMER) was actually established in 2016 and legally in 2019 in order to carry out the task of ensuring internal security undertaken by the Ministry of Interior (GAMER, 2020). With GAMER, it is aimed to produce and implement policies on these issues through effective coordination and cooperation between the central units of the Ministry, affiliated institutions, governorships and other ministries, institutions, organizations and local administration units, which operate in the country and across the provinces, in order to provide the services such as ensuring public order and security, protection of basic right and freedom of individuals, ensuring the safety of life and property and maintain the order and safety of the community. GAMER is also organized in 81 provinces under the presidency of governors (GAMER, 2020).

AFAD (Disaster and Emergency Management Presidency), which was created under the Prime Ministry by merging the organizations in Turkey in 2009, does its duties as an "affiliated" institution of the Ministry of Interior during the transition to the Presidential Government System (in 2018). AFAD's mission has been determined as "To carry out the necessary studies for the effective management of processes related to disasters and emergencies, to ensure coordination between relevant institutions and organizations and to produce policies in this field" (AFAD, 2020). AFAD is organized in the form of provincial directorates working under the governors in the provinces across the country.

3. PROVINCIAL ADMINISTRATION SYSTEM

The provincial administration system based on the deep-rooted state tradition, legally formed by the Law for Provincial Administration which was enacted in 1949 (Çapar and Yıldırım, 2016: 2386), became a decisive role of economic, social and technological factors in the occurrence and development of the provincial administration system in Turkey. In relation to that, the provincial administration system within the basis of territorial administration of the State, has taken its current form by developing and transforming in the historical process (Çapar, 2011: 75)

Tutum states that the provincial administration undertakes the function of coordination authority in ordinary situations while "lifeguard in extraordinary situations" (Ministry of Interior, 2019: 124). Unlike the other occupational groups, it is an occupational group based on the effective use of leadership skills on affiliated institutions and organizations and personnel working in these units. It is also a critical task which requires an effective and continuous coordination with civil society, private sector and other units and which requires timely and accurate decisions by taking initiatives and predicting what should be done in the events where the time, opportunities and information are limited (Çapar, 2011: 79).

According to Article 36 of the Civil Servants Law No. 657, the Provincial Administration Services class includes governors and district governors and trainee district governors. At the same time, it has acquired these titles and includes employees in the central and provincial offices of the Ministry of Interior (Çapar, 2011: 78).

It is stated in the article 123 of the Constitution that the establishment and duties of the administration are integrated with the law and that the establishment and duties of the administration are based on the principles of central administration and decentralization. Referring to the Article 126 of the Constitution, it is indicated that Turkey is subjected to the territorial division. In this article, it is stated that, with regard to the central administrative institution of the country, it will be divided

into provinces based on the geographical situation, economic conditions and the requirements of the public services, that the provinces will be divided into other staged-sections and that the management of the provinces will be based on the deconcentration. In line with the Constitution, in the Articles 1 and 3 of the Provincial Administration Law No. 5442, it has been decided that administrative organization of the country will be divided into provinces, provinces into districts and that the administration of the provinces will be based on the authority capacity.

Accordingly, the head of the provincial administration is the governor and the governor appointed by the President. It is the representative of President and the State in the province and acts as an administrative executive power (Çapar and Yayla, 2019: 27). Briefly, the governor is territorial representative of the State in the province.

In addition, the vice-president and ministers can directly give orders and instructions to governors for their duties and the governor is responsible for ensuring the publication and announcement and enforcement of the law, Presidential Decree and other legislation and executing orders and instructions (Gül and Taşdan, 2019: 57).

In the provinces, other than the governors, there are executives who are "head of the provincial administration branch" according to the law numbered 5442 at the provincial organizations of various ministries. However, they are generally considered as "provincial director" (Apan, 2015: 112). The governor is the biggest chief of all staff, including the provincial administration branch heads working in ministries and public institutions outside the judicial and military management system in the province. Provincial administrative branch heads are responsible to the governor and governors have the authority to monitor and supervise the work of both the directors and their organizations (Güler, 2010: 257). Governors have the authority to inspect all government departments and institutions and private businesses, private administrations, municipal and village administrations and all affiliated institutions outside the judicial and military organization.

The head of district administration is the district governor like the organizations in provinces. The district governor who is responsible for the general administration of the district is appointed by the President. It is the representative of the President in the district and acts as an administrative executive power (Çapar and Yayla, 2019: 27). The districts governors are responsible for organizing and supervising the general administration under the supervision and control of the governor. The district governors are the first-degree supervisors of all law enforcers and district administration branch heads within the boundaries of the district (Çapar, 2015: 8). The district governors (except in extraordinary situations) are generally connected to the ministries through the governors. The executive functions of the district governors are similar to the functions of governors in the province.

In addition, provincial administrators represent the legal personality of the state in the national territory of Turkey. For this reason, the civil administrators, who are responsible for the execution of public services such as social security, agriculture, education, and public health at the administrative levels, play a key role in the administrative system (Çapar and Yıldırım, 2016: 2385).

On the other hand, the provincial administrators consisting of governors and district governors are responsible for coordination and supervision of the rural institutions and services of the central administration. The provincial administrators who are the heads of the territorial administration, as a result of the adaptation of the principle of the authority capacity in the rural administration by the State, are the first-degree authorities in crisis, disaster and emergency situations.

4. CRISIS, DISASTER AND EMERGENCY SITUATION REGULATIONS

In this part of the study, the duties, authorities and responsibilities of the provincial administrators before, during and after the crisis, disaster and emergency situations given in Turkish legislation.

In this context, the article related to the crisis and disaster of the Constitution of the Republic of Turkey No. 2709 should be addressed. The state of emergency management has been regulated with the 119. article of the Constitution. The conditions, duration and the management of the state of emergency are generally regulated by this article.

The current implemented disaster management system in Turkey is determined by the Law on Aids done by the measures taken due to disasters related to the public life No. 7269, enacted in 1959 and repealing the Law No. 4623.

The authorizations and responsibilities of the provincial administrators for the emergency measures to be taken for the disaster happened and for the immediate aid without waiting for an order; the responsibilities of the governorship for research and rescue efforts after the disaster, the treatment of the wounded, sheltering, related actions for the fires, cleaning the ruins and the food allowance as well as the program for the determination of the meeting places, for the assignment of duties and officials for the search and rescue to be carried out after the disaster and the authorization and confiscate power of the lands, buildings and anything that the community may need or giving the temporary authorizations related to the disaster of the governors and district governors are regulated by this Law.

In addition, municipal authorities and, if any, governors and district governors have been given responsibility for the implementation of the technical conditions and principles to be reconstructed, modified, enlarged or substantially repaired in disaster areas by the Law, and the municipalities and district governors within the adjacent areas (Çapar, 2019: 8).

In addition to this, governors and district governors are authorized by the Law for the assignment of all men between 18 and 65, except soldiers and judges; for confiscating and usage of all kinds of official and private, vehicles and necessary machineries, tools and equipment in exchange of the payment, fee or rent; for confiscating and temporary usage of lands, estates, facilities, food, clothing, medicine and medical equipment belong to public or private organizations or legal entities and real persons and for confiscation any other material that the community may need; for the assignment of public institutions and organizations within the province and its affiliated institutions related to the disaster; for doing immediate aid and expenses in case the disaster may affect the general life; for ensuring that local civil defense organizations participate in emergency services in disasters in their regions according to the principles of civil defense planning (Çapar, 2019: 9-10).

Other duties and powers of governors and district governors that are authorized to perform, pursue and inspect civil defense services and activities within the provinces and districts at all stages are regulated by Law on Civil Defense No. 7126.

The provincial administrators are personally responsible, within the framework of the principles to be determined and communicated by the Ministry of Interior Disaster and Emergency Management Directorate, "for the establishment equipment, dispatch and administration, control and territory of civil defense organizations, natural disasters and major fires in sensitive areas within their own boundaries.

In addition, the cooperation and mutual assistance in terms of "civil defense" among public and private institutions and organizations in sensitive areas are organized and arranged by governors and district governors. Municipalities and private administrations in the vulnerable area are obliged to fulfill their civil defense requests and are responsible to the provincial administrator of the district in this regard (Çapar, 2019: 11-12).

The Law for Provincial Administration No. 5442 is the fundamental law of the provincial administration and in the article 11 of the law is states that governors and district governors are supervisors of all general and private law enforcement in their area of responsibility, that they are authorized to take necessary measures to prevent crime and to protect public order and security and that the general and private law enforcement must carry out the orders immediately given by the local provincial administrators (Çapar, 2019: 15).

In the paragraphs c and d of the article 11 of this Law, the details of the authorities and responsibilities of the civilian administrators are specified.

The State of Emergency Law No. 2935 includes the tasks related to the situations of natural disasters, dangerous epidemics or severe economic crisis, widespread violent acts to eliminate the freedom of democracy or fundamental rights and related to the declaration of state of emergency in

the disruption of public order and the determination of the provisions to be applied in such cases (Çapar, 2019: 23).

In the article 9 of this Law, the measures to be taken during the state of emergency are listed. By this Law, money, property and working obligations and duties and powers in extraordinary situations are given to the provincial governor if the state of emergency includes a province; to the district governor if the state of emergency declared in multiple provinces affiliated to a district governorate; to the district governors if the state of emergency declared in the provinces which are under more than one district governor or declared throughout the country by the coordination and cooperation of the Presidency. It should be noted that this law does not give any special duties and powers to the district governor, who is the head of the district administration (Çapar, 2019: 27-30).

The Disaster and Emergency Service Regulation is the most comprehensive regulation which regulates the duties of provincial administrators regarding disasters and emergencies. In this regulation, the actions to be taken before, during and after the disasters and emergencies are regulated in details and many duties and powers are given to the provincial administrators.

According to this regulation, governors are responsible for the management of disasters and emergencies in the provinces, for the establishment of disaster and emergency management center in the related districts and for their operation on 24/7 basis. Governors and district governors are responsible for taking measures related to disaster and emergency services within the provincial and district boundaries, for the expenditures caused by the emergency, for organizing a temporal or permanent team from the staff of public institutions and organizations, for the management of local services and for the participation of liable, volunteer or legal persons in the regional services related to the disaster and emergency.

In addition, the instructions given by the governors and district governors in disasters and emergencies are carried out immediately and without any delay. In disaster and emergency situations, governors and district governors can ask for help from the surrounding provinces and districts. Governors and district governors who are asked for help are obliged to help with all facilities and capabilities by using their existing powers in the law. In this regulation, it is also decided that the tools and equipment, instruments, machineries and apparatus and technical personnel requested by governors and district governors in case of a disaster or emergency must be provided immediately by the relevant ministries, institutions and organizations (Çapar, 2019: 32-33).

There are many regulations that give duty, authority and responsibility to provincial administrators in crisis, disaster and emergency situations, apart from the above-mentioned regulation.

In addition, the provincial administrators have the right to interfere with some fundamental rights and freedoms written in the Constitution in order to "prevent crime and provide public peace and public order and personal immunity" which is regulated in the Law No. 5442., providing that they comply with the relevant private law. In the Law of Associations, it is stated that law enforcers may enter associations, search and confiscate in the situations which can create a risk, if there is a delay, by the written order of the provincial administrator (Law No. 5253, Art. 20). In the Law on Meetings and Demonstrations No. 2911, it is stated that regional governors, governors and district governors can cancel meetings for a month or forbid it if there is a clear and imminent danger in order to prevent crimes related to national security and public order and to protect of public health and morality or the rights and freedoms of others. With the Law No. 5442, the governor has been given the authority to limit the entry and exit of persons who may pose a risk to public order and security to certain settlements in the province, not exceeding 15 days.

On the other hand, the General Healthcare Law No. 1993 gives governors and district governors the authority to vacation schools or to apply quarantine in settlements to combat epidemic diseases. In this context, a quarantine measure is implemented with the decision of provincial and district healthcare committees chaired by the governor or district governors when epidemics occur.

5. CONCLUSION

Besides natural disasters such as earthquakes, floods, landslides, epidemics; due to human activities mass migration, terrorist attacks, violent movements, cyber-attacks or other asymmetric and hybrid threats are the main challenges facing countries in today's world. When these situations arise, public administrators undertake the management in a planned manner. In this regard, the Ministry of Interior is responsible for both ensuring the public order and safety in Turkey and for the management of disaster throughout the county. In the provinces and districts within the provincial administration system on which the management of the country is based, the provincial administrators working as the territorial representative of the central administration are responsible and authorized.

The provincial administration system, based on the deep-rooted state tradition, legally formed by the Law for Provincial Administration which was enacted in 1949. Its decisive role of economic, social and technological factors in the occurrence and development of the provincial administration system has always existed and the civil administration system, which forms the basis of the territorial administration of the state, has taken its present form by developing and transforming in the historical process.

The provincial administrators who undertake the “lifeguard” function in extraordinary situations, unlike other occupational groups, are a profession group that is based on the effective use of leadership skills on affiliated institutions and organizations and personnel working in these units. They also fulfill a critical duty which requires an effective and continuous coordination with civil society, private sector and other units and which requires timely and accurate decisions by taking initiatives and predicting what should be done in the events where the time, opportunities and information are limited.

The provincial administrators, who undertake important duties in times such as crisis, disasters and emergencies that require an effective leadership qualification and organizational skills in the management process, have the capacity to effectively fulfill their duties and responsibilities assigned to them in different laws.

In this regard, it is important that deciding arrangements related to the provincial administrators who undertake important duties in such event for a more effective and efficient management process in the planning to be made regarding the crisis, disasters and emergencies. It should also be emphasized that the provincial administrators should receive trainings within the scope of emergency preparedness.

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