

-RESEARCH ARTICLE-

**RECONSIDERING DISASTER MANAGEMENT IN TERMS OF NEW
PUBLIC SERVICE APPROACH**

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Abstract

Public service refers to services carried out directly by the state or institutions under the control of the state. The state provides public services through public administration. Therefore, public administration has a primary role in the production of public services. The needs of citizens constitute the essence of public services and indicate the nature of the services to be provided by the public administration. The dynamic nature of citizens needs has caused the services offered by public administration to change and diversify over time. Public administration has adopted different service delivery approaches throughout history in order to meet the needs of citizens effectively and efficiently. This situation has brought about the emergence of different management paradigms in public administration. Every paradigm change in public administration is effective in the production of public services and brings about a transformation. The relevant change also applies to disaster and disaster management. Because disaster-related services are services that directly concern citizens and are public services. Therefore, it can be stated that all services provided by public administration regarding disasters are affected by the paradigm transformations. The New Public Service approach, which has become effective in public administration in recent years, emerged as a result of the paradigm shifts experienced by public administration. The New Public Service approach has an impact on the logic of providing public services with principles such as adopting active participation based on democracy, emphasizing a strong citizenship instead of the concept of customer, adopting the public interest as the basic principle, emphasizing a heavy responsibility for public services and attributing a superior value to people. This study, conducted in the light of this information, focuses on the possible effects of the New Public Service approach on disaster management. In the study, disaster management is rethought within the framework of the core values of the New Public Service approach and its role in successful disaster management is discussed.

Keywords: *Public Administration, Public Service, New Public Service Approach, Disaster, Disaster Management.*

JEL Codes: *H40, H83, H84.*

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YENİ KAMU HİZMETİ YAKLAŞIMI AÇISINDAN AFET YÖNETİMİNİ YENİDEN DÜŞÜNMEK²

Öz

Kamu hizmeti, doğrudan devlet veya devletin denetimi altında bulunan kurumlarca yürütülen hizmetleri ifade etmektedir. Devlet, kamu hizmetlerini kamu yönetimi aracılığıyla sunmaktadır. Dolayısıyla kamu yönetimi, kamusal hizmetlerin üretilmesinde birincil role sahiptir. Vatandaş ihtiyaçları kamusal hizmetlerin özünü oluşturmaktadır ve kamu yönetiminin sunacağı hizmetlerin niteliğini belirtmektedir. Vatandaş ihtiyaçlarının dinamik bir yapıda olması kamu yönetimi tarafından sunulan hizmetlerin zaman içerisinde değişmesini ve çeşitlenmesini beraberinde getirmiştir. Kamu yönetimi, vatandaşların ihtiyaçlarını etkin ve verimli bir şekilde giderebilmek için tarihsel süreç içerisinde farklı hizmet sunma anlayışları benimsemiştir. Bu durum kamu yönetiminde farklı yönetim paradigmalarının ortaya çıkmasını beraberinde getirmiştir. Kamu yönetiminde yaşanan her paradigma değişimi kamusal hizmetlerin üretilmesinde etkili olmaktadır ve bir dönüşümü beraberinde getirmektedir. İlgili değişim afet ve afet yönetimi için de geçerlidir. Zira afetler ile ilgili hizmetler doğrudan vatandaşları ilgilendiren hizmetlerdir ve birer kamu hizmeti niteliğindedir. Dolayısıyla afet konusunda kamu yönetimi tarafından sunulan tüm hizmetlerin yaşanan paradigma dönüşümlerinden etkilendiği ifade edilebilir. Son yıllarda kamu yönetiminde etkili olmaya başlayan Yeni Kamu Hizmeti yaklaşımı, kamu yönetiminin yaşadığı paradigma değişimlerinin bir sonucu olarak ortaya çıkmıştır. Yeni Kamu Hizmeti yaklaşımı, demokrasi temelinde etkin katılımı benimsemesi, müşteri kavramı yerine güçlü bir vatandaşlığı ön plana çıkarması, kamu yararını temel ilke olarak benimsemesi, kamu hizmetleri hususunda ağır bir sorumluluğu vurgulaması ve insana üstün bir değer atfetmesi gibi ilkelerle kamusal hizmetlerin sunulma mantığı üzerinde etkili olmaktadır. Bu bilgiler ışığında yapılan bu çalışma, Yeni Kamu Hizmeti yaklaşımının afet yönetimi alanına olası etkileri üzerinde durmaktadır. Çalışmada, Yeni Kamu Hizmeti yaklaşımının temel değerleri çerçevesinde afet yönetimi yeniden düşünmektedir ve başarılı bir afet yönetimi için nasıl bir role sahip olduğu tartışılmaktadır.

Anahtar Kelimeler: Kamu Yönetimi, Kamu Hizmeti, Yeni Kamu Hizmeti Yaklaşımı, Afet, Afet Yönetimi.

JEL Kodları: H40, H83, H84.

“Bu çalışma Araştırma ve Yayın Etiğine uygun olarak hazırlanmıştır.”

1. INTRODUCTION

Public service refers to services provided directly by the state or by institutions under the control of the state (Atay, 2019: 141). The characterisation of a service as

² Genişletilmiş Türkçe Özet, makalenin sonunda yer almaktadır.

a public service depends on the fact that it is provided by the state in accordance with the public interest (Gözler and Kaplan, 2019: 267). Public administration ensures the realisation of public services as the executive instrument of the state (Çevikbaş, 2006: 276; Demir, 2014: 157). Therefore, the services provided by public administration are public services. As a result of the public services provided by the public administration, the state becomes visible and tangible in the eyes of citizens.

As a discipline, public administration is a field that has experienced serious transformations in the historical process. The basis of these transformations lies in the constant change and diversification of citizens' expectations from the state (Gökçe and Turan, 2008: 176; Türkyılmaz, 2013: 57; Dinçer and Yılmaz, 2003: 23; Köse, 2023: 41). The desire of the state to be more successful in the services it provides to citizens necessitates the evaluation of different approaches. Therefore, the transformations in public administration affect the logic and form of public service delivery and necessitate a transformation (Eryılmaz, 2015: 234). The New Public Service (NPS) approach has emerged as a result of the paradigm shifts in public administration in recent years (Ayhan, 2021: 329). The NPS approach has developed based on the weaknesses and strengths of previous approaches in the field of public administration. Therefore, while the NPS approach appears as a new managerial alternative, it also redefines concepts such as equality, accountability, effectiveness and efficiency (Genç, 2020: 339).

The NPS approach, which expresses a transformation in the production of public services, has started to have an impact on the service delivery approach of public administration. It is possible to see this situation in all service delivery areas of public administration. As an important service provided by public administration, disaster management is one of the fields that are thought to be affected by the related transformation. This is because disaster management, as a public service (Şahin, 2014: 12), is a field that is affected by the transformations in the field of public administration and shaped within the framework of service provision of public administration.

The NPS approach is an understanding in which the concept of citizen is emphasised over the concept of customer, public benefit is adopted instead of the logic of profit in services, participatory management is encouraged by strengthening democracy, responsibilities related to the provision of public services are re-discussed and public administration is accepted as the main service provider. With these values on which it is based, the NPS approach has an understanding that can be effective on disaster management. It is considered that there is a harmony between the values adopted by the NPS approach and the principles of disaster management and this harmony will enable the NPS approach to realise disaster management more successfully. In the light of this information, this study will firstly explain what the concepts of "public service", "New Public Service" and "disaster management" mean. In the following part of the study, disaster management will be evaluated within the framework of the NPS approach and the possible effects of the NPS approach on disaster management will be discussed.

2. PUBLIC SERVICE

The concept of public service is one of the frequently discussed concepts in the literature. The fact that the concept falls within the scope of different disciplines and contains uncertainty regarding its application leads to a broad nature in terms of content. Especially in today's world, rapid change and transformation result in alterations within the concept over time, leading to confusion in definitions and applications.

The concept of public service, which has different meanings, refers to an organisation in the organic sense, while it refers to activities related to public interest in the material sense (Gözler and Kaplan, 2019: 266). In a broader sense, public service is the sum of "continuous and regular activities provided to the public by the state or other public legal entities or under their supervision and control in order to meet and satisfy general and collective needs and to ensure the public interest" (Onar, 1966: 12). According to another definition, public service is "an activity that aims to satisfy the need of public interest directly by the state or local government organisations or under their control and supervision" (Atay, 2019: 141).

Public services are basically services provided by the state. The state may assign public service tasks to units within the central administration, local administrations or private organisations (Atay, 2019: 141). There is no problem with the provision of public services by private organisations. The essence of public service is that everyone has access to the relevant services. Ensuring this is the fundamental criterion for public services. From this point of view, it is possible to define public service as "a service provided by public institutions or by private enterprises under the supervision of public institutions" (Denek, 2019: 420).

Public service is a comprehensive concept that covers more than one service. According to Özer and Yıldırım (2022: 224), it is possible to classify the activities that constitute the content of the concept of public service in different ways. Public services can be categorised into three different groups as according to their subjects, according to their level of effectiveness and global services. According to their subjects, public services are categorised as economic, social, administrative, cultural, scientific and technical. According to the level of efficiency, public services are classified as national and local. While different services such as defence, security and public works constitute national public services, services provided to meet the needs of citizens living in a certain region constitute local public services. Global public services include services such as environmental protection, disarmament, prevention of conflicts, prevention of human trafficking, and the fight against drugs.

In order for a service to be characterised as a public service, it must meet two basic conditions. The first of these is that the service must be related to the public interest (Gözler and Kaplan, 2019: 267). In its most general form, public interest, which refers to the common interests of a society, can be defined as "the basic and general goal towards which public administration is directed in its actions and transactions

and which is aimed at protecting the interests of a section or all of the society" (Erdoğan, 2013: 256; Bozkurt et al., 2008: 132-133). Public administration is the executive organ of the state and provides services to meet the needs of the society. It is an obligation for the public administration to act in accordance with the public interest in the services it provides (Çamur, 2020: 605). A contrary situation means a violation of the principle of public interest and damages the public service character of the services provided by the state. The second principle for a service to be considered a public service is that it must be performed by public legal entities or private law persons under their direct control (Gözler and Kaplan, 2019: 267). In this respect, it can be stated that a service is a public service if it is performed in accordance with the public interest and by public institutions or institutions under their direct supervision. It is not possible to define a service as a public service if one of the two conditions is missing.

The concept of public service has faced different criticisms and experienced a change as a result of the constant change in individuals' expectations from the state. The desire of the state to achieve more successful results in the services it provides to citizens has led to the emergence of different service delivery approaches in the process. In this respect, the NPS concept is a very important service delivery concept that is discussed in the field of public services. The remainder of the study will explain what the concept of NPS refers to and on which basic elements it is based.

3. THE NEW PUBLIC SERVICE CONCEPT

With the 21st century, the expectations of citizens from life and the state have changed. Citizens expect the public services they receive from the state to change in a similar way. The slow, poor quality and inefficient public services provided within the framework of the traditional management approach have caused the state to fail to meet the expectations of citizens. As a result of the new public management approach becoming widespread and popular, there has been a change in the speed and quality of the services produced by the state and services have started to be provided with private sector methods and techniques. Although this situation has increased the satisfaction of citizens towards the services provided by the state, the evaluation of individuals as customers instead of citizens has caused unrest in individuals. The fact that the state accepts citizens as customers like the private sector while providing services has brought about the debate on whether public services are provided for public benefit or profit (Denek, 2019: 418). In addition, lack of accountability in public administration, insufficient information, complex forms and regulations, lack of performance standards, lack of trust in the state and incidents of corruption have undermined the confidence of citizens in public services. Significant developments such as the transformation in technology in line with the requirements of the age, the evolution of political thought to the new right-wing thinking, and the enrichment of the understanding of democracy have changed the logic of service provision by the state. At the current level, the types, content and delivery method of public services have become different. The concept of NPS has emerged in order to eliminate this situation (Altın, 2013: 109; Uysal, 2013: 24).

The NPS approach, which is based on practical innovations and theoretical explanations, has emerged as an alternative to traditional and new public administration approaches and as a reaction to the new public management approach (Bilici and Pekküçükşen, 2022: 661; Ayhan and Önder, 2017: 24; Genç, 2010: 145). The new public management approach, which has attracted the reaction of the NPS approach, is defined in the literature with concepts such as "market-based public administration", "business management", "entrepreneurial state" and "post-bureaucratic paradigm" and is based on discourses such as acting in a customer-oriented manner, the importance of outputs over inputs, the application of market mechanisms in public administration, performance management, responsibility, transparency, competition, localism and accountability (Ayhan, 2021: 329). However, especially after the 2000s, the reforms made in line with the new public management approach caused setbacks in the delivery of public administration services, which brought alternative approaches to the fore (Arslan, 2020: 519). Denhardt and Denhardt developed the NPS approach by analysing the weaknesses and strengths of previous approaches in the field of public administration. While this new approach proposed an alternative to management approaches on the one hand, it also redefined concepts such as the essence of public services, the role of management in governance, the values surrounding bureaucracy, equity, efficiency and accountability on the other hand (Denhardt and Denhardt, 2015; Cited in Genç, 2020: 339).

NPS approach, which has come to the fore in recent years, especially within the framework of new right wing approaches, has attracted the attention of many countries and countries have tried to put this approach into practice (Özer, 2016: 12). There are some important elements reflecting the basic characteristics of the NPS approach (Erol, 2023: 155). These elements are expressed by Denhardt and Denhardt as the origins of the NPS concept. These elements can be listed as democratic citizenship, community and civil society models, organisational humanism and New Public Management and Postmodern Public Management. These elements, which form the foundations of the NPS understanding, constitute the basis of the new approach (Denhardt and Denhardt, 2007: 27).

NPS understanding is based on seven different principles. These principles are (Denhardt and Denhardt, 2007: 42-43):

- **Serving Citizens, Not Customers:** The public interest is the result of a dialogue of shared values rather than a convergence of individual interests. Public officials therefore do not only respond to the demands of "clients", but instead focus on building relationships of trust and co-operation with and between citizens.
- **Seeking the Public Interest:** Public administrators should contribute to the creation of a collective understanding of the public interest. The aim is not

- finding quick solutions according to individual preferences. It is rather the creation of common interests and shared responsibility.
- **Value Citizenship over Entrepreneurship:** Public interest is better developed by public servants and citizens who are committed to making meaningful contributions to society, rather than by entrepreneurial managers who act as if public money belongs to them.
 - **Think Strategically, Act Democratically:** Policies and programs that meet the needs of the public can be most effectively and responsibly implemented through collective efforts and collaborative processes.
 - **Recognize that Accountability Isn't Simple:** Public officials must pay attention to more than the market; they must also pay attention to legislative and constitutional law, community values, political norms, professional standards and citizen interests.
 - **Serve Rather than Steer:** Public officials should help citizens express their common interests, emphasising value-based leadership rather than trying to control the society or steer it in new directions.
 - **Value People, Not Just Productivity:** Public organisations are more likely to be successful in the long term if they are managed through collaborative and shared leadership processes based on respect for all people.

These principles put forward by Denhardt and Denhardt in relation to the NPS approach are the basic principles that should be adopted for the provision of public services. The NPS approach, which has rapidly expanded its field of application based on these principles, offers a strong service commitment, sustainable service culture, continuous improvement and delivery of first-class services (Özer, 2023: 179). The fact that the related principles emphasise the participation of citizens in the administration of the bureaucracy and especially democratic rules makes the NPS approach particularly important (Arslan, 2020: 519). This situation is very important for the production of public services in a better quality.

4. DISASTER MANAGEMENT

Disasters is a part of human life. Humanity has faced different types of disasters in every period of history. Nowadays, both the continuous increase in the worldwide population and the fact that people live in larger cities than ever before in different periods of history increase the effects of disasters on human life (Esen, 2023: 19; Erdoğan and Babaoğlu, 2024: 7). This situation brings along the fact that the issue of disasters is constantly fresh in the eyes of society.

Disaster, which can have different meanings, is a concept used to describe all events that cause economic, social, environmental and physical losses for people living in a certain region (Kovancı, 2023: 206). In broader terms, a disaster is “an unexpected and undesirable situation in which a society is under threat, intervention with local means is insufficient, national resources need to be mobilised, leading to great loss of life and property” (Drabek, 1996: 2-3). According to another definition, disaster can be expressed as “dangerous events that occur on a large scale and completely

beyond human control, often causing loss of life and property” (Genç and Atabey, 2023: 810).

When the definitions related to the concept of disaster are analysed, it can be seen that some common issues come to the fore. These features can be listed as sudden occurrence of the events causing disaster, causing loss of life and property by seriously affecting the population and inadequacy of intervention by individuals. Not all natural or artificial events need to be considered as disasters. The prerequisite for disaster is the inability of the affected individuals to overcome the event with their own means. As long as these conditions are met, natural events such as earthquakes, landslides, tsunamis, floods, erosion, volcano eruptions, droughts, hurricanes, storms, tornadoes, extreme colds and undesirable events such as air, water, soil pollution, terrorist attacks, armed rebellion, diseases caused by water and food shortages, nuclear power plant leaks and hazardous material accidents can be shown as examples of disasters (Önsüz and Atalay, 2015: 2; Koyucu and Koyuncu, 2016: 378).

The concept of disaster brings with it the management of disaster (Koyucu and Koyuncu, 2016: 378). Therefore, disaster is a concept that should be considered together with disaster management. Disaster management is a concept related to the determination, planning, implementation and coordination of the necessary strategies to eliminate the negative consequences of the disaster (Genç and Atabey, 2023: 808).

Disaster management can be defined as reducing hazards and increasing the safety of life and property of citizens in the face of situations that may be dangerous for individuals (Drabek, 1996: 9). According to another definition, disaster management is defined as "all of the activities that enable people to be aware of the natural events occurring in the environment they live in, to recognise them in detail, and to be unaffected or minimally affected by them in case of recurrence of these events" (Erkal and Değerliyurt, 2009: 151).

Disaster management is carried out within the framework of certain principles. These principles are reduction of risks, preparedness, response and recovery. Reduction of risks is a concept covering all the activities carried out to reduce the safety of life and property before, during and after the disaster. Preparedness covers all measures and trainings taken by the state and citizens to reduce disaster risks, to meet the needs of citizens after a disaster and to heal the wound. Response refers to the steps taken to accelerate the recovery of the affected population and the region during and after the disaster. Recovery consists of the works carried out for the repair and restoration of roads, bridges, buildings, infrastructure and reconstruction, which may take a long time to be realised in order to return the social and economic structure to normal (Henstra, 2010: 238; Fagel and Krill, 2011: 8-9; Witt, 2005; Cited in Daniels, 2008: 41).

Disasters cause many political, economic, social and psychological effects for societies as well as causing loss of life and property as a result. The minimisation of the effects of disaster is closely related to effective and efficient disaster management. Therefore, it is necessary to make preparations before disasters occur and to put forward a good management in all processes of the disaster experienced (Genç and Atabey, 2023: 823).

Disaster management, as a public service (Şahin, 2014: 12), is a concept closely related to public administration discipline. The realisation of an effective and efficient disaster management is essentially possible with an effective and efficiently functioning public administration. Therefore, revealing the relationship between disaster management and public administration is important for the scope of this study.

4.1. Disaster Management and Public Administration

As a comprehensive concept, public administration is intertwined and interacts with different disciplines. As a word, public means all of the people in a country, community (Eryılmaz, 2015: 10) and directly concerns citizens. Public administration discipline analyses decision-making, policy-making and implementation processes within an administrative system. Discipline is usually considered as the executive power of the state and covers public organisations at local and national level. Public administration has a decisive and formative aspect in that it focuses on the public sphere of human societies (Turan, 2016: 5). This situation implies that the discipline of public administration, including disaster management, covers the operations related to all people living in a country.

Disaster management, by its nature, refers to a process in which public administration is effective (Leblebici, 2014: 457). In other words, disaster management is a part of the integration of public administration (Şahin, 2014: 8). This is because disasters are one of the most important public problems today due to their relation with sustainable development, the social costs they cause and the structural damages they cause. In addition, the increase in global, regional and local risks has turned living spaces into risky areas and events that may cause mass damages, which were previously unlikely to be encountered, have become a part of daily life. Steps taken for development without multidimensional risk assessments have become a factor that increases destruction in natural disasters and environmental degradation. This situation shows that disaster management and public administration discipline have a multidimensional relationship (Ekşi, 2016: 29).

Although it is not yet known when events that may cause large-scale disasters such as earthquakes will occur, it is possible to predict when and how large meteorological events will occur. According to Özler (2011: 3), minimizing the damages that disasters may cause is the primary duty and responsibility of public administration. Public administration has important duties in making necessary preparations for disasters, determining disaster response processes and especially in

preventing loss of life and property (Akyel, 2005: 15). Public administration is involved in making decisions and carrying out the necessary planning processes for the implementations to be realized at national and regional level (Erkal and Değerliyurt, 2009: 156). This situation shows that public administration has very important duties in disaster management. This is because almost all of the services provided in disasters are services that concern the public administration and are the continuation of the ordinary period services. The success of services provided in disasters is directly proportional to the success of public services in the ordinary period. Therefore, it is possible to evaluate a significant part of the failures experienced in disaster management as a reflection of the political and administrative problems experienced in the country in general (Ekşi, 2016: 29).

Public administration is the discipline most affected by the changes in social life. Crises and social transformations in the historical process have constantly revised public administration. (Arslan, 2020: 526). This situation brings about a continuous cycle of change in public administration. The transformation of public administration also affects the services it provides. This situation also includes disaster management, which is a public service. In this regard, in the continuation of the study, disaster management will be evaluated within the framework of the NPS approach, which has been discussed in the public administration discipline in recent years, and it will be discussed how the NPS approach may have effects on disaster management.

5. NEW PUBLIC SERVICE AND DISASTER MANAGEMENT

As mentioned in previous headings, public administration is constantly changing in line with the needs of citizens. In the historical process, public administration has constantly changed within the framework of different managerial approaches such as classical public administration approach, new public administration approach, new public management, etc. The change in public administration causes a change in its relationship with different disciplines. Therefore, any change in the field of public administration brings about a transformation in both the internal and external environmental relations of public administration. This also applies to the service delivery approach of public administration. The recent changes in the field of public administration have resulted in the emergence of the NPS approach.

In terms of thinking, the NPS approach focuses on the public administration providing services in line with different values and principles. Public administration, which is obliged to provide services to citizens in the classical sense, has resulted in the strengthening of bureaucracy and the dominance of business management techniques in public administration as a result of the paradigm shifts it has experienced. According to Genç (2010: 145), the NPS approach emerged as a reaction to the market-based service delivery approach brought about by the new public management approach, which has an important place in the field of public administration. This has led to the questioning of the 'business management'

approach that dominated public administration after the 1980s and the discussion of different service delivery techniques for public administration.

Disaster management is one of the basic services of public administration. This is because public service covers all operations performed within the framework of public interest, including disasters (Leblebici, 2014: 462). Since the changes that occur in the discipline of public administration cause a change in the methods and understanding of public services, a transformation is also experienced in disaster management services. In other words, according to Ekşi (2016: 27), changes in the field of public administration cause changes in disaster management practices. Therefore, the understanding of service provision brought by the NPS approach, which envisages a change in public administration, also affects the understanding of disaster management.

Disaster management has evolved from classical disaster management to modern disaster management. Classical disaster management is the evolution of civil defence approach towards disaster response. Classical disaster management, in which disaster prevention and preparation stages are not considered, covers interventions made after the disaster occurs. In the classical model, the main responsibility belongs to the state and the state is given only a rescue role (Macit, 2019: 176-177; Gözlükaya and Türk, 2016: 31). The main approach adopted with the transformation in the field of disaster management is integrated disaster management. Integrated disaster management is a management model adopted due to Turkey's geopolitical structure. Because Turkey is a country that has been exposed to frequent disasters due to its geopolitical structure and has suffered many losses of life and property, especially as a result of earthquakes (Topçu and Ataoğlu, 2023: 1389). Integrated management approach envisages that not only the state should have an effective role in disaster management, but also that different segments of society should participate in the services to be provided in disaster management with the principle of active participation (Güven and Kızılkaya, 2023: 1). Since the beginning of 1990s, the change in the understanding of public administration has also affected disaster management, and with the thesis that disasters are preventable, an integrated disaster management approach that includes a more dynamic and continuous process follow-up against disasters has started to be established (Sunar, 2023: 142). The NPS approach recognizes citizenship and democratic participation as the essence of public services (Arslan, 2020:9520). The NPS approach, which encourages active citizenship through the principles of strategic thinking and democratic action (Denhardt and Denhardt, 2007: 42-43; Bilici and Pekküçükşen, 2022: 662; Hergüner, 2017: 105), whose importance comes from democracy theory, allows NGOs to influence and shape public policies. This situation brings about the determination of the common expectations of the society in the provision of public services (Ayhan, 2021: 339). Realization of the actions to be taken regarding disasters with the participation of public institutions, NGOs and citizens directly affects the effectiveness of the services (Ekşi, 2016: 129). Supporting the participation in management by the NPS approach will provide positive results in the field of disaster management.

According to the NPS approach, a stable and strong democracy is only possible if the state is at the heart of the society, cooperates with citizens to solve problems, and is compatible with the values and needs of the society (Arslan, 2020: 520). This situation emphasizes the unity and coordinated activities of the state and citizens. Instead of managing and directing the society, the NPS approach seeks to serve them and to create a social consciousness by coordinating individuals (Gültekin, 2012: 94). Denhardt and Denhardt (2007: 16), consider public administration as a mediator of public services, not as a means of service delivery. This understanding reveals the importance of cooperation and coordination role of public administration. Disaster management is a management style that can be realized through cooperation and coordination. Disaster is a complex and challenging process that requires taking steps at the right time, in the right place and with the right person and following the necessary procedures. Complex processes experienced during a disaster can only be overcome with an institutionalised coordination (Hashemipour et al. 2017: 43). Therefore, a successful disaster management can only be realised through effective coordination.

The classification of a service as a public service depends on the fact that the service is primarily oriented towards the public interest. It is not possible to classify any service in which public interest is ignored as a public service (Gözler and Kaplan, 2019: 267). Since the main responsibility in all services related to disaster management belongs to the state and therefore to the public administration, transactions related to disaster management should be carried out in accordance with the public interest. The NPS approach prioritises public interest in the services provided. In fact, public interest is the most superior value in terms of the NPS approach (Bilici and Pekküçükşen, 2022: 661). The aim is to ensure the common interest, not individual preference (Denhardt and Denhardt, 2007: 42). This situation brings along the public interest as the primary principle in the services to be provided by the public administration related to disaster management.

The NPS approach prioritises the need for public administration to be aware of its responsibility for public services (Denhardt and Denhardt, 2007: 43). Awareness of responsibility is embodied in two different ways. The first of these is responsibility and accountability of the public administration for the services it provides. Accountability, which is defined as the presentation and justification of actions to a sanctioning authority (Buckley et al., 2001: 16), is an integral part of public administration. By questioning the classical types of accountability, the NPS approach proposes to go beyond the classical accountability in public administration (Özer, 2023: 167). The NPS approach, which emphasises participatory governance with the participation of NGOs and citizens, assumes that as a result of participation, actors will have different roles and thus the understanding of accountability will be strengthened (Özer and Çiftçi, 2023: 28). The second dimension of responsibility is meeting the needs of citizens. As the bridge between the state and citizens, public administration is obliged to meet the common needs of citizens. This obligation should be considered as a sacred obligation as the reason for existence of public

administration. The obligation of public administration in disaster management consists of services primarily aimed at ensuring the safety of life and property of citizens. This situation reveals the importance of the services provided by the public administration regarding disaster management and the sacredness of its responsibility. It is also very important that public administration should be accountable for its actions and transactions against the loss of life and property that may occur in disasters. The understanding of accountability adopted by the NPS approach is very important in terms of disaster management.

The field of disaster management is a field to be concretised with services. It is a necessity to go beyond theoretical discourses on disaster management and take real steps. This obligation covers the steps to be taken before, during and after the disaster. NPS approach recognises service to citizens as a priority principle (Denhardt and Denhardt, 2007: 43). This situation necessitates public administration to take concrete steps. Disaster management starts before the disaster occurs and continues until all negative consequences of the disaster are eliminated. Therefore, public administration should always keep its services related to disaster management alive within the framework of NPS approach.

Management systems in which human beings are not at the centre, excluded and not protected cannot produce effective solutions to the problems of the day. Such systems add new problems to existing problems and create new crisis areas (Gündoğan, 2013: 35). Indeed, human beings are the basic building blocks of any system. Human beings, who constitute the state, add meaning to every field with their existence. Any system, structure or institution without human beings has no meaning. Therefore, human beings should first and foremost be recognised and protected. This is related to valuing human beings. The main objective in fighting against disasters is primarily to preserve the existence of human beings. This understanding is at the beginning of every step taken before and at all stages of the disaster. This understanding, which can be expressed as valuing human beings, is one of the basic elements emphasised by NPS approach. In the words of Denhardt and Denhardt (2007: 43), it is necessary to value people, not only productivity. This situation reflects the logic of production of the services provided by public administration. Public administration can be quite productive. Although the productivity of public administration is a desirable situation, its ability to ensure its productivity by valuing human beings is more in line with the purpose of existence of public administration. In the services provided related to disaster management, the existence of the individual is adopted as the main priority. This situation, in which the understanding of NPS and disaster management overlap, supports the provision of public services on the basis of human beings.

In recent years, the NPS approach has started to have some influence on the logic and processes of service delivery in Turkish public administration (Özer and Çiftçi, 2023: 32). This situation brings about a transformation in the ways in which the services provided by public administration are produced. Disaster management is one of the issues that will always remain up-to-date due to Turkey's risky structure

in terms of disasters. Different approaches can make disaster management more successful. Therefore each new service delivery approach has to be taken into consideration because of its contribution to disaster management. The principles adopted by the NPS approach for the provision of public services are among the principles which should be taken into consideration in terms of disaster management and which are considered to contribute to disaster management.

CONCLUSION

NPS approach is an understanding of service delivery that has emerged as a result of the paradigm transformations experienced by public administration. Public administration has experienced serious transformations with different approaches in the historical process. With the new public management approach that dominated public administration after the 1980s, the idea of providing market-based and customer-oriented services in public administration started to dominate. The NPS approach, which emerged as a reaction to the management of public administration with a 'business' logic, redefines concepts such as state-citizen relations, equality, efficiency and accountability in the provision of public services.

The change in public administration should be considered in a multi-framed manner. This is because public administration, as an executive instrument of the state, acts as a bridge between the state and citizens and is obliged to meet the needs of citizens. Therefore, it is possible to see the traces of any change in public administration in different fields. Disaster management is one of the important services of public administration. It is possible to see any transformation in the field of public administration in the field of disaster management. In this study, in which disaster management is considered within the framework of the NPS approach, it is primarily thought that the NPS approach will contribute to a more successful implementation of disaster management. In this context, it is possible to list the contributions of the NPS approach to the successful realisation of disaster management as follows:

- The NPS approach prioritises effective participation on the basis of democracy. The NPS approach, which prioritises the participation of the affected parties in the provision of public services, is the key to a successful disaster management. This is because disaster management is a management area that can be realised with the effective participation of the state, non-governmental organisations and citizens. Assuming a coordinating role with the institutions of the state in all stages of disaster management will ensure the successful realisation of disaster-related procedures.
- The NPS approach opposes the concept of characterising citizens as 'customers' which has been introduced by the new public management approach. According to the NPS approach, while the concept of citizen covers all individuals, the concept of customer refers to those who benefit from the service. The primary preference regarding disasters should not be

- 'customer' but 'citizen'. This is because disasters concern all individuals and make it necessary to consider individuals as citizens in service provision.
- According to the NPS approach, the main priority in public services should be public interest. Public institutions should only provide services for the benefit of citizens, not for profit-making. All operations related to disaster management are aimed at ensuring the direct safety of life and property of citizens. This situation requires adoption of only public interest in all activities to be carried out in the field of disaster management.
 - The NPS approach recognises that public administration should be aware of its responsibility in service delivery. This responsibility implies accountability on the one hand and responsibility for the importance of the service on the other. Services related to disaster management impose important responsibilities on public administration as very important services. The fact that public administration is aware of this responsibility in its actions and transactions related to disaster management and is accountable for service delivery will increase the success of disaster management practices.
 - Valuing human beings is one of the main elements emphasised by the NPS approach. The main objective in fighting against disasters is to preserve the existence of human beings. The basic principle to be adopted before, during and after the disaster is to be 'human' centred. The human-centred and human-valuing understanding of the NPS approach is very important in terms of disaster management.

YENİ KAMU HİZMETİ YAKLAŞIMI AÇISINDAN AFET YÖNETİMİNİ YENİDEN DÜŞÜNMEK

Kamu hizmeti kavramı genel bir ifadeyle devlet veya devletin denetimi altında bulunan kurumlarca sunulan hizmetleri ifade etmektedir. Herhangi bir hizmetin kamu hizmeti olarak nitelendirilebilmesi, ilgili hizmetin kamu yararına ve devlet tarafından suluyor olmasına bağlıdır. Kamu yönetimi devletin yürütme aracı olarak kamu hizmetlerinin üretilmesini sağlamaktadır. Devlet, kamu yönetimi vasıtasıyla gerçekleştirmiş olduğu kamu hizmetleri neticesinde vatandaşlar nezdinde görünür olmakta ve somutlaşmaktadır.

Kamu hizmetleri dinamik bir yapı sergilemektedir. Bu durum kamu hizmetlerin içerik olarak tarihsel süreç içerisinde sıkça değişmesini beraberinde getirmiştir. Yaşanan değişimlerin temel nedenini vatandaş ihtiyaçları oluşturmaktadır. Sanayileşmenin beraberinde getirdiği yenilikler, teknoloji alanında yaşanan gelişmeler, bilgi ve iletişim alanlarındaki dönüşümler vatandaşların ihtiyaçlarının sürekli değişmesini ve çeşitlenmesini beraberinde getirmiştir. Toplumsal ihtiyaçların giderilmesine yönelik sunulan kamu hizmetleri, vatandaşların ihtiyaçlarını giderebilmek için sürekli değişmektedir. Dolayısıyla kamu hizmetlerini, belirli bir zaman dilimi içerisinde ve belirli bir bölgede yaşayan vatandaşların ihtiyaçlarının

giderilmesine yönelik devlet tarafından sunulan hizmetler olarak ifade etmek mümkündür.

Kamu hizmetlerinin daha etkin ve verimli sunulması isteği kamu yönetimi ile ilgili farklı yaklaşımların ortaya çıkmasına neden olmuştur. Son yıllarda sıkça tartışılan yaklaşımların başında ise Yeni Kamu Hizmeti (YKH) yaklaşımı gelmektedir. YKH anlayışı, kamu yönetimi alanında daha önce çıkan yaklaşımların zayıf ve güçlü yanlarından hareketle gelişim göstermiştir. Temelde yeni kamu işletmeciliği anlayışının hizmet sunma şekline bir alternatif olarak ortaya çıkan YKH anlayışı, yeni kamu işletmeciliği anlayışının beraberinde getirdiği piyasa temelli ve müşteri odaklı hizmet sunma anlayışına karşı çıkmaktadır. YKH anlayışı, bir yandan yeni bir yönetsel alternatif olarak görünürken diğer yandan, eşitlik, hesap verebilirlik, etkinlik ve verimlilik gibi kavramları yeniden tanımlamaktadır.

Kamu hizmetlerinin üretilmesi ile ilgili farklı yaklaşımlar kamu yönetiminin tüm alanları üzerinde etkili olmaktadır. Bu etkileri kamu yönetiminin sunmuş olduğu hizmetler ile ilgili her alanda görmek mümkündür. Geniş bir hizmet sunma yelpazesine sahip olan kamu yönetimi, afet yönetimi ile ilgili de hizmetleri gerçekleştirmektedir. Afetler ile ilgili hizmetler kamusal hizmetlerdir ve çoğunlukla kamu kurumları tarafından gerçekleştirilirler. Çünkü afetler, günümüzde sürdürülebilir kalkınma ile olan ilişkisi, ortaya çıkardığı sosyal maliyetler ve oluşturduğu yapısal hasarlar nedeniyle kamusal sorunların en başında gelmektedir. Bunun yanı sıra küresel, bölgesel ve yerel risklerin artması toplumları riskli alanlar haline getirmiş ve daha önceleri karşılaşma ihtimali bulunmayan kitlesel hasarlar oluşturabilecek olaylar gündelik hayatın bir parçası haline gelmiştir. Kamu yönetiminin ilgili hususlarda önemli görevleri bulunmaktadır. Bu durum afet yönetimi ile kamu yönetimi disiplininin çok boyutlu bir ilişkiye sahip olduğunu ortaya koymaktadır. Yakın ilişkisinden dolayı kamu yönetiminde ortaya çıkan yaklaşımlar afet yönetimi alanını da etkilemektedir.

Afetler, insanlığın yaşamının bir parçasıdır. Tarihin her döneminde insanlık farklı afet türleri ile karşılaşmıştır. Günümüzde gerek dünya genelinde nüfusun sürekli bir şekilde artması, gerekse insanların tarihin farklı dönemlerine göre hiç olmadığı kadar büyük kentlerde yaşıyor olması afetlerin insan yaşamına olan etkilerini artırmaktadır. Bu durum afet konusunun insanlar nezdinde sürekli canlı kalmasını beraberinde getirmektedir. İnsanların afetlerden en az zarar ile kurtulması etkili bir afet yönetimine bağlıdır. Afet yönetimi, insanlar için tehlikeli olabilecek durumlar karşısında tehlikelerin azaltılması ve insanların can ve mal güvenliklerinin artırılmasını ifade etmektedir. Risklerin azaltılması, hazırlıklı olma, müdahale ve iyileştirme aşamaları ile gerçekleştirilen afet yönetimi, başarı sağlanması gereken bir alandır. Bu başarı kamu yönetimi ile doğrudan ilişkilidir. Etkin ve verimli bir afet yönetiminin gerçekleştirilebilmesi, esasen etkin ve verimli işleyen bir kamu yönetimi ile mümkündür. Dolayısıyla kamusal hizmetleri başarılı bir şekilde üretemeyen bir kamu yönetiminin afetler ile ilgili başarı sağlaması düşünülemez.

YKH yaklaşımı, müşteri kavramına karşı vatandaş kavramının ön plana çıkarıldığı, hizmetlerde kâr mantığı yerine kamu yararının benimsendiği, demokrasinin güçlendirilerek katılımcı yönetimin teşvik edildiği, kamusal hizmetlerin sunumu ile ilgili sorumlulukların yeniden tartışıldığı ve kamu yönetiminin temel hizmet sunucusu olarak kabul edildiği bir anlayıştır. YKH yaklaşımı, üzerinde yükseldiği bu değerleriyle afet yönetimi üzerinde etkili olabilecek bir anlayışa sahiptir. YKH yaklaşımının benimsemiş olduğu değerler ile afet yönetimi ilkeleri arasında bir uyum bulunmaktadır. Bu uyumun afet yönetiminin daha başarılı bir şekilde gerçekleştirilmesini sağlayacağı düşünülmektedir. Bu bilgiler ışığında yapılan bu çalışmada, YKH yaklaşımının temel değerleri çerçevesinde afet yönetimi yeniden düşünülmektedir ve başarılı bir afet yönetimi için sunduğu fırsatlar tartışılmaktadır. Sonuç itibariyle YKH yaklaşımının demokrasi temelinde etkin katılımı öncelemesi, müşteri kavramı yerine güçlü bir vatandaşlık anlayışı sunması, üretilen kamu hizmetleri için kamu yararını benimsemesi, kamu hizmetleri ile ilgili ağır bir sorumluluk vurgusunda bulunması ve her şartta insana değer vermesi etkin ve verimli bir afet yönetimi için belirleyici olmaktadır.

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KATKI ORANI / CONTRIBUTION RATE	AÇIKLAMA / EXPLANATION	KATKIDA BULUNANLAR / CONTRIBUTORS
Fikir veya Kavram / <i>Idea or Notion</i>	Araştırma hipotezini veya fikrini oluşturmak / <i>Form the research hypothesis or idea</i>	Ömer ÇAMUR
Tasarım / <i>Design</i>	Yöntemi, ölçeği ve deseni tasarlamak / <i>Designing method, scale and pattern</i>	Ömer ÇAMUR
Veri Toplama ve İşleme / <i>Data Collecting and Processing</i>	Verileri toplamak, düzenlenmek ve raporlamak / <i>Collecting, organizing and reporting data</i>	Ömer ÇAMUR
Tartışma ve Yorum / <i>Discussion and Interpretation</i>	Bulguların değerlendirilmesinde ve sonuçlandırılmasında sorumluluk almak / <i>Taking responsibility in evaluating and finalizing the findings</i>	Ömer ÇAMUR
Literatür Taraması / <i>Literature Review</i>	Çalışma için gerekli literatürü taramak / <i>Review the literature required for the study</i>	Ömer ÇAMUR