

SOCIAL COOPERATIVES' POST-DISASTER RECOVERY EFFORTS AND
THEIR IMPACT ON SOCIAL POLICY:
NEEDS MAP ANALYSIS

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submitted by **EZGİ TURAN** in partial fulfillment of the requirements for the
degree of **Master of Science in Social Policy**, the Graduate School of Social
Sciences of Middle East Technical University by,

Prof. Dr. Sadettin KIRAZCI
Dean
Graduate School of Social Sciences

Prof. Dr. Ayşe İdil AYBARS
Head of Department
Department of Social Policy

Assist. Prof. Dr. Besim Can ZIRH
Supervisor
Department of Sociology

Examining Committee Members:

Prof. Dr. Aylin Çiğdem KÖNE (Head of the Examining Committee)
Muğla Sıtkı Koçman University
Department of Economics

Assist. Prof. Dr. Besim Can ZIRH (Supervisor)
Middle East Technical University
Department of Sociology

Prof. Dr. Ayşe İdil AYBARS
Middle East Technical University
Department of Sociology

I hereby declare that all information in this document has been obtained and presented in accordance with academic rules and ethical conduct. I also declare that, as required by these rules and conduct, I have fully cited and referenced all material and all results that are not original this work.

Name, Last Name: Ezgi TURAN

Signature:

ABSTRACT

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TURAN, Ezgi

M.S., The Department of Social Policy

Supervisor: Assist. Prof. Dr. Besim Can ZIRH

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This study explores the role of *İhtiyaç Haritası* (Needs Map) operations as a social cooperative during the recovery period following the 6 February Earthquakes in Türkiye. It focuses on how, as a social cooperative, Needs Map responded to the disaster by meeting the recovery needs of the earthquake-affected region and communities through its national and international collaborations, data-driven and map-based technology and a variety of crucial services it provided in response to the these earthquakes. Through qualitative research, semi-structured interviews were conducted with 11 Needs Map members. This study examines Needs Map recovery response to the 6 February Earthquakes in terms of its partnerships, projects, intervention strategies, and their contribution to policy development. The findings reveal that Needs Map responded to the recovery needs and also has the potential to play a critical role in shaping a participatory and inclusive policy framework. By placing the case within the broader context of social policy and disaster response, the study emphasizes the critical role of social and solidarity economy actors, which can

lead to change in disaster management. The thesis concludes with policy recommendations for the development of policies on disaster management.

Keywords: disaster social policies, earthquake recovery response, social cooperatives, the 6 February Earthquakes

ÖZ

SOSYAL KOOPERATİFLERİN AFETLER SONRASI İYİLEŞTİRME ÇALIŞMALARI VE SOSYAL POLİTİKAYA ETKİSİ: İHTİYAÇ HARİTASI İNCELEMESİ

TURAN, Ezgi

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Bu tez, Türkiye’de 6 Şubat Depremlerinin ardından yaşanan iyileştirme sürecinde bir sosyal kooperatif olan İhtiyaç Haritası’nın iyileştirme uygulamalarını araştırmaktadır. Bu çalışma, İhtiyaç Haritası’nın ulusal ve uluslararası partnerleriyle, veriye ve haritalama teknolojisine dayanan altyapısı ve hayati öneme sahip sağladığı hizmetler ile bu depremlere nasıl cevap verdiğine odaklanmaktadır. Nitel araştırma yoluyla, on bir İhtiyaç Haritası üyesi ile yarı yapılandırılmış görüşmeler gerçekleştirilmiştir. Bu çalışma, İhtiyaç Haritası’nın 6 Şubat Depremleri’ne yönelik iyileştirme sürecindeki çalışmalarını; ortaklıkları, projeleri, müdahale stratejileri ve tüm bunların politika geliştirmeye etkisi kapsamında incelemektedir. Bulgular, İhtiyaç Haritası’nın afet bölgelerinde iyileştirme ihtiyaçlarına etkili bir şekilde yanıt verdiğini ve katılımcı, kapsayıcı müdahale politikalarının şekillenmesinde kritik bir role sahip olabileceğini ortaya koymaktadır. Bu çalışma, vakayı daha geniş bir sosyal politika ve afet müdahale çerçevesine yerleştirerek, sosyal ekonomi ve dayanışma aktörlerinin afet

yönetiminde deęişime yol açacak kritik rolünü vurgulamaktadır. Tez, sosyal kooperatiflerin ve afete müdahale stratejilerinin geliştirilmesine yönelik politika önerileriyle son bulmaktadır.

Anahtar kelimeler: afet politikaları, deprem iyileştirme müdahalesi, sosyal kooperatifler, 6 Şubat depremleri

To survivors of the 6 February Earthquakes

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LIST OF ABBREVIATIONS

AFAD	Disaster and Emergency Management Presidency
APP	Disaster Psychology Platform
AYDES	Disaster Management and Decision Support System
CSO	Civil Society Organization
CECOP	European Confederation of Industrial and Service Cooperatives
CICOPA	International Organization of Industrial and Service Cooperatives
DRRM	Disaster Risk Reduction and Management
ERP	Education Reform Initiative
ICA	International Cooperative Alliance
IDA	International Development Association
IDEMA	International Development Management
INGO	International Non-Governmental Organization
ILO	International Labour Organization
IRAP	Provincial Disaster Risk Plan
KEDV	Foundation for the Support of Women Work
NACF	National Agricultural Co-operative Federation of South Korea
NGO	Non-Governmental Organization
OCHA	Office for The Coordination of Humanitarian Affairs
PSS	Psychosocial Support
SSE	Social and Solidarity Economy
TAMP	Türkiye Disaster Response Plan
TARAP	Türkiye Disaster Risk Reduction Plan
TASİP	Post-Disaster Recovery Plan
TAYS	Türkiye Disaster Management Strategy Document
TBMM	Grand National Assembly of Türkiye
TERRA	Türkiye Earthquakes Recovery and Reconstruction Assessment
TESEV	Turkish Economic and Social Studies Foundation

TMMOB	Union of Chambers of Turkish Engineers and Architects
TOG	Community Volunteers
TPF	Turkish Philanthropy Funds
UDSEP	National Earthquake Strategy and Action Plan
UN	United Nations
UNDP	United Nations Development Programme
UNICEF	United Nations Children’s Fund
UNTFSSSE	UN Task Force on Social and Solidarity Economy
WFCU	World Foundation of Credit Unions
WHO	World Health Organization

CHAPTER 1

INTRODUCTION

Due to its geographical location, Türkiye has experienced numerous disasters and emergencies throughout history, including earthquakes, floods, fires and landslides (AFAD, 2013). According to reports, Türkiye has experienced 269 earthquakes between 1900 and 2023, resulting in loss of life and economic damage. As with the 1939 Erzincan and the 1999 Marmara Earthquakes, the 6 February Earthquakes resulted in massive destruction in affected areas (Özdemir, 2024).

On 6 February 2023, two powerful earthquakes with magnitudes of 7.7 and 7.5 struck the Kahramanmaraş province in Türkiye. Two more earthquakes, measuring 6.4 and 5.8, hit the same areas on 20 February. In total, 11 provinces in southeastern Türkiye were affected (UNFPA, 2023a). Around 9.1 million people were directly impacted, with approximately 50,000 fatalities and 2.7 million individuals displaced as a consequence of the disaster (UNFPA, 2023b). As a result of these earthquakes, over 3.6 million people faced a self-accommodation problem (UNFPA, 2025). Based on data from Adıyaman, Gaziantep, Hatay, Kahramanmaraş, Malatya, and Osmaniye, it is estimated that more than half a million individuals are trying to survive in regular and irregular shelter areas and that more than one and a half million people still need assistance in the affected region (UNFPA, 2025). Figure 1 shows the map of earthquake-affected provinces in Türkiye.

In the aftermath of the such disasters, government agencies, the private sector, CSO, and cooperatives play a significant role in responding to disasters through the disaster management policies. Although the interventions and contributions of the

these organizations in disaster response have been widely examined in the literature, the role of social cooperatives in disaster response seems to have been overlooked.

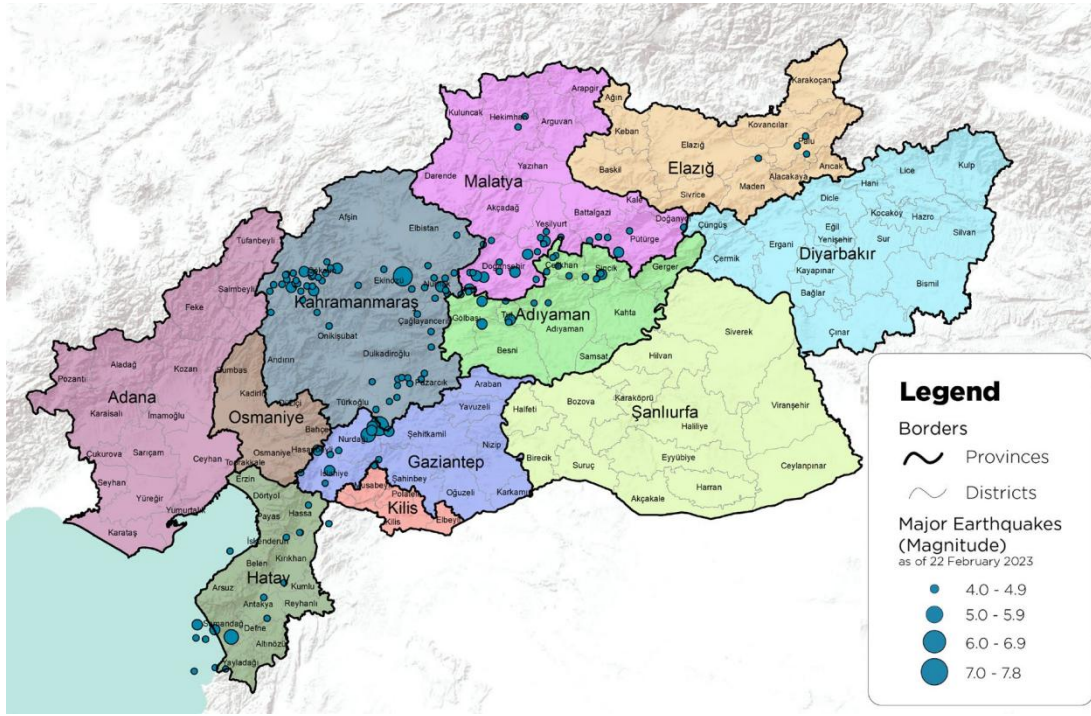


Figure 1: 6 February Earthquake Affected Provinces

Reference: UNDP, 2023

Following the 6 February Earthquakes, there was a need for essential services such as emergency supplies, temporary shelter, livelihood support, and access to basic services to meet the long-term needs of the affected population and rebuild communities. Social cooperatives, with their flexible mechanism, local knowledge, and solidarity approach, have critical potential to contribute to these areas in ways that complement the efforts of state and non-state actors. Therefore, disaster-related social policies require a closer examination, particularly in terms of how the strengths of social cooperatives can be better incorporated into a sustainable and inclusive recovery process.

Within this framework, this thesis aims to conduct comprehensive research to investigate the disaster management policies and interventions implemented by Needs Map, as a social cooperative, following the 6 February Earthquakes. The focus

will be on how Needs Map addresses disaster management policies during the recovery phase and fills the gaps in this field. The thesis will analyse the recovery strategies adopted by Needs Map in the aftermath of the 6 February Earthquakes. The main objective is to understand the contribution of Needs Map's recovery services to disaster-affected communities and to the recovery phase in Türkiye. The study's findings are based on an extensive desk review and interviews with Needs Map staff who worked in the recovery phase following the earthquakes. To conduct an in-depth examination of Needs Map's recovery operations in Türkiye, key informant interviews (KII) were conducted with eleven Needs Map staff from different departments within the cooperative. In addition to these qualitative interviews, the impact of cooperatives on the recovery phase and social policy was investigated through a literature review.

This in-depth study of Turkish disaster management policies aims to provide information for future policy development by analyzing the effectiveness of cooperatives and social cooperatives in disaster management in Türkiye. The findings are expected to provide concrete recommendations for integrating different types of cooperatives into disaster management, as well as the efficient implementation of active disaster management policies. Furthermore, by examining the impact of Needs Maps' operations during the recovery phase, the study aims to generate a valuable resource that will help to understand and overcome the barriers encountered when implementing disaster management policies. By contributing to the development of social cooperatives, the study is expected to support the strengthening of disaster management policies in Türkiye.

1.1 Purpose of the Study

According to the Risk Management Index, developed to measure disaster risk, Türkiye is ranked 45th out of 191 countries in the Global Risk Index (AFAD, 2018). In light of the recent disasters in Türkiye, the importance of disaster management strategy implementation by state and non-state actors is clearer. While most studies focus on the role of these actors, it is often overlooked that different types of

cooperatives play an important role in responding to different stages of disasters. Although government institutions and non-governmental organizations are the main actors in disaster management, social solidarity economy actors, such as cooperatives and social cooperatives, also make significant contributions. When the recovery stage is considered in terms of the ‘build back better’ approach, social cooperatives could emerge as a complementary element of these mechanisms, especially as grassroots actors capable of addressing various needs in the field and contributing to sustainable recovery. In this sense, this thesis aims to examine the role and contributions of Needs Map, as a social cooperative, in the recovery phase by evaluating its response to the 6 February Earthquakes in terms of disaster management policies, particularly recovery policies in Türkiye.

This thesis aims to make a significant contribution to the understanding of the underestimated role of social cooperatives in disaster-related social policies and the recovery process in Türkiye, particularly in the aftermath of the 6 February Earthquakes. It highlights the limited integration of social cooperatives into existing disaster management frameworks and provides recommendations to address these policy gaps and strengthen long-term resilience.

1.2 Research Objectives and Questions

The main objectives of this research are as follows:

- To examine disaster management policies and interventions related to the recovery phase following the 6 February Earthquakes, with a particular focus on the operations and contributions of Needs Map.
- To explore the impact of Needs Map’s operations on the formation of social policies regarding the recovery phase and social cooperatives after the earthquakes.

Overall research question:

- How did the operations of Needs Map shape the disaster recovery process and the role of Needs Map following the 6 February Earthquakes?

To answer the overall question outlined above, the following sub-questions will also be explored:

- What recovery-based social policies and interventions did Needs Map implement in response to the 6 February Earthquakes?
- How did Needs Map's operations influence the development and implementation of disaster policies and social cooperative policies in Türkiye?
- How did cooperatives, including Needs Map, contribute to key recovery services such as shelter, livelihoods, health, and education?
- What lessons can be learned from the experiences of Needs Map regarding the integration of social cooperatives into future disaster recovery policies?

This study aims to provide a comprehensive evaluation of Needs Map's recovery operations following the 6 February Earthquakes, contributing to the broader discourse on disaster recovery policies and social cooperative policies. Analysing the work of Needs Map, particularly during disasters, could make its valuable efforts more visible. Thus, it might result in some policy development or policy change regarding the legal status of social cooperatives and disaster recovery policies in Türkiye. Considering Needs Map's innovative use of technology, operational and communication strategies, and both national and international collaborations, the reason for choosing Needs Map as a thesis topic will be more understandable and reasonable.

1.3 Methodology of the Research

This chapter outlines the research approach and techniques used in this study. Section 1.3.1 describes the structure of the study, followed by the methodology in section 1.3.2. Section 1.3.3 covers data analysis, and ethical considerations are addressed in section 1.3.4. Finally, section 1.3.5 outlines the limitations and challenges of the study.

1.3.1 Research Design

Major disasters have significant, short-term and long-term impacts on communities. Following the 6 February Earthquakes, disaster-affected populations in the 11 cities in Türkiye have had difficulty in accessing and meeting their basic needs, such as

shelter, clothing, food, and healthcare. Although the recovery efforts following various disasters and crises are shaped according to the specific needs and priorities of the disaster and the country, the ultimate goal at both the regional and global levels is to ensure that everyone has access to a decent standard of living. To achieve this goal, many organizations have been working to meet the needs of those affected; however, the needs of communities sometimes persist for longer periods. This is why it is so crucial to work in this field in order to be able to respond effectively to a disaster.

In Türkiye, disaster management is not only implemented by the government; many national and international civil society organizations, international aid organizations, as well as the private sector and cooperatives, are also involved in the process. All these actors provide various services. Cooperatives' contributions to disaster management are primarily related to construction, providing food, water, and sanitation, and carrying out rehabilitation and capacity-building activities, as well as creating employment and livelihood opportunities (ILO & COOPAfrica, 2010). Within this framework, this study examines the recovery efforts of Needs Map following the 6 February Earthquakes and their impact on disaster management policy and social cooperative policy. The study aims to understand the role of Needs Map as a social cooperative during the recovery phase of disaster management, and its impact on social policy development.

The qualitative research method was selected for this study as it is beneficial for understanding complex social processes and exploring the personal experiences and perspectives of individuals involved in specific practices (Creswell & Poth, 2018). The primary data source for this study is the experiences, perspectives, opinions, and views of Needs Map members who work in disaster management and recovery operations.

Data were collected through semi-structured interviews with 11 key informants from Needs Map members who participated in the disaster recovery phase and worked in different departments within the cooperative. As social cooperatives are still a

relatively new and evolving concept in Türkiye, it was decided that interviews would be the most effective method of data collection. Needs Map is not known by everyone as a social cooperative, and the status of social cooperatives is not clearly defined in Türkiye. The operational model of Needs Map differs from that of other social cooperatives.

Furthermore, disaster management is a complex process, and recovery operations are still ongoing. Due to that, there is no comprehensive report on Needs Map's recovery operations. The most concrete information about the cooperative and its recovery operations is available from its members. Interviews provide an in-depth analysis by capturing participants' field experiences and personal insights, which are essential for understanding the role of social cooperatives in disaster management. For these reasons, the interview was the most suitable method for this research.

Another aspect of the study relates to the policy recommendations for integrating social cooperatives into disaster management and developing social cooperatives. The situation of social cooperatives in Türkiye is not exceptional. Analysing the service area of Needs Map, especially in times of crisis and disaster, could increase the visibility and scalability of its valuable efforts. Thus, this could result in policy development or a change in disaster management, indicating the recovery phase. There has also been development in social cooperatives in Türkiye. Even two years after the 6 February Earthquakes, academic research remains limited aside from institutional reports on needs and outcomes. This study also aims to contribute to the literature by analyzing disaster policies from a social cooperative perspective in relation to the 6 February Earthquakes.

1.3.2 Data Collection

1.3.2.1 Document Research

The reason for conducting document research is the convenience it offers in providing access to secondary data. This method allows for a systematic and comprehensive analysis of reports and studies on disaster management and

cooperatives. As the research topic focuses on social cooperatives in Türkiye, the first step is to compile information on their current status. The absence of a clear legal definition of social cooperatives makes it necessary to explore what constitutes a social cooperative and its defining characteristics. During the literature review, it was noted that limited research is available in this area in Türkiye, resulting in restricted accessible information. Therefore, it is important to understand the global perception of social cooperatives, examine their areas of activity, and consider their role in disaster management worldwide.

The following documents have been fully examined to gain an understanding of the subject: legal and policy documents related to the subject in Türkiye; reports from organizations such as the AFAD, the UN, the ILO, CICOPA, CECOP; theses; documents about social cooperatives and disaster management; the Needs Map bulletin (news from the ecosystem, social media posts); and news from earthquake-affected areas.

Analysing documents on disaster management provides insight into the roles and responsibilities of actors. Understanding changes in service areas of Needs Map, evaluating its operations over time, and showing its recovery operations is significant for demonstrating them to disaster management actors. These well-documented and reviewed sources offer reliable and objective data that is crucial for analysis.

1.3.2.2 Field Study

While examining the relationship between social cooperatives and disasters in Türkiye, it became apparent that there was no clear data on the number of cooperatives associated with the social cooperative movement or their focus areas. Due to the lack of up-to-date statistical information and the ambiguity of the term ‘social cooperative’, it was deemed more appropriate to conduct the research using a qualitative method approach.

Purposive sampling was conducted to identify social cooperatives in Türkiye, based on information from the Ministry of Commerce website, as well as essays, papers,

research, and theses on social cooperatives. Needs Map was selected because, as a social cooperative, it took on a valuable and significant responsibility immediately after the earthquakes. Moreover, it has continued to support recovery efforts in affected areas such as Adıyaman, Hatay, and Kahramanmaraş. Cooperatives provided services such as healthcare, shelter, and food, and helping to stimulate the job market, in collaboration with national and international partners. Furthermore, Needs Map has played a significant role in responding to other disasters, including the fires that occurred in various parts of Türkiye on 28 July 2021, the Elazığ Earthquake on 24 January 2020, and the floods in Adana and Mersin in 2019. Their previous experience and knowledge of disaster management have enabled them to respond effectively and quickly. Additionally, it was chosen because it provides services to all affected communities without discrimination, and is able to see and evaluate the problems from a holistic perspective, rather than working with a limited class of people. Another reason is that it is a technology and map-based cooperative, which is a new concept in Türkiye. Following the decision to focus on Needs Map, the key informants within the organization were selected.

In the context of analysing the response of social cooperatives to disasters, qualitative methods provide a more in-depth and contextualized understanding. A key reason for choosing qualitative methods is their ability to explore the experiences, perceptions, and interpretations of individuals directly involved in policy implementation (Merriam, 2009). Semi-structured interviews facilitate the exploration of complex issues through open-ended questions. This allows researchers to access beyond surface-level answers from respondents whose experience and expertise are vital for answering research questions (Hammarberg et al., 2016). Furthermore, qualitative approaches allow for flexibility and adaptability in data collection, enabling researchers to examine emerging themes and unexpected findings in real time (Patton, 2002). Adopting a qualitative research design enables this study to capture the complexities and nuances of cooperatives and social cooperatives in disaster response in Türkiye. Moreover, this approach has enabled the identification of the factors that shape policy implementation and disaster response outcomes.

1.3.2.3 Respondents

This field study was conducted from September to December 2024, approximately one and a half years after the disasters occurred. A purposive snowball sampling method was used to select the respondents. To gain a comprehensive understanding of the origins of these social cooperatives, their missions, distinctive features, fields of activity, current status in Türkiye, and the challenges they face in disasters in particular, as well as their general role, including in disasters, it was deemed valuable to gather first-hand experiences from individuals who played a role in the establishment of Needs Map, and participated in post-earthquake recovery efforts.

The research group was selected from among Needs Map staff and founding members within the scope of the study. Informants were purposefully selected from among the working staff based on their role within their departments. A purposive snowball sampling method was therefore used to reach respondents. In this way, each of them has a chance to frame issues and share their personal views and experiences (Sandelowski, 1993). As the disaster management and recovery phase is a multifaceted process, it is important to reach out to respondents in different positions to gain an in-depth understanding of their work. Furthermore, selecting respondents from various departments and with different levels of experience helped to identify the structure of Needs Map, explore their experiences of the recovery period, and examine their perceptions of social policy and social cooperative policy in disaster management.

Firstly, I contacted an individual working in an executive position in the general directorate at Needs Map. After interviewing him, I asked him to recommend another suitable Needs Map member who would be willing to participate in the study voluntarily. At the same time, I tried to contact them through social media platforms such as LinkedIn, as well as their official contact channels. A total of 11 Needs Map members were contacted, and 11 of them participated in interviews (see Table 1). The respondents participated from İstanbul, Ankara, Adana, İzmir, and Bolu. However, each respondent had worked in a disaster-affected area at certain periods.

Almost every key informant had voluntary or professional experience in numerous civil society organizations working for the community's benefit. The respondents' professional backgrounds include public institutions, cooperatives, and humanitarian aid. Some of the respondents have twenty years of experience in diverse fields such as social, rural, and economic development; social responsibility projects; youth participation; culture and art cooperatives. Furthermore, three of the respondents are academics specialising in local development, city innovation, sustainability, human rights, social entrepreneurship, gender, trauma and disaster studies, and applied mental health. Two respondents came from a background in software and topographic engineering and worked in the technology development department. One respondent works in the social impact management department and has various other roles and responsibilities within the cooperative. The other two respondents are working in the psychosocial support services department. The remaining two respondents are from the management department.

Table 1. Summary of the Respondent

Name	Gender	Position	Institution Type	Department of Needs Map	Region of Duty
Respondent 1	Man	Executive Director	Social Cooperative	General Coordination	İstanbul
Respondent 2	Man	Director	Social Cooperative	Volunteerism	İzmir
Respondent 3	Woman	Deputy General Manager	Social Cooperative	Technology	Bolu
Respondent 4	Man	Member of Needs Map	Private Sector	Technology	İstanbul
Respondent 5	Man	Partner	Independent Consultant	Social Consultant	Ankara
Respondent 6	Woman	Officer	Social Cooperative	Social Impact Management	İstanbul
Respondent 7	Woman	Project Coordinator	Social Cooperative	MHPSS	İstanbul
Respondent 8	Man	Partner	Social Cooperative	Coordination	Adana
Respondent 9	Woman	Partner	University	Corporate Communication	İstanbul
Respondent 10	Man	Founder	Social Cooperative	Coordination	İzmir
Respondent 11	Woman	Consultant	Independent Researcher & Consultant	MHPSS	Ankara

Interviews were conducted via Zoom due to the respondents' busy schedules. Each interview lasted between 40 and 50 minutes. During the interviews, participants were asked to respond based on their work and responsibilities within the cooperative, as well as their experience and academic knowledge.

A list of questions was prepared in advance, covering topics that had already been identified as research questions and sub-questions in this study. These included questions about the establishment process of Needs Map, its distinctive features, the motivation behind social cooperative membership, services provided by Needs Map (both general and post-earthquake), the experiences of cooperative members during the 6 February Earthquakes, the coordination mechanism, the data and map-based technology, the services and impacts of Needs Map's operations in the earthquake-affected area, its national and international collaborations, and the effects of its operations on social policies. Before asking these questions, I explained that social policy concepts were central to the study, and that their views and experiences regarding these concepts were critical to it.

The respondents from Needs Map who are actively involved in the disaster recovery phase are those who have also been in contact with policymakers and representatives of government institutions. These interviews provided insight into the operational challenges and obstacles in the disaster zones, as well as the solutions to these challenges. They also shed light on the provided services by Needs Map in the context of disaster response and its relationship with disaster response partners.

1.3.3 Data Analysis

To identify patterns and understand the recovery efforts and impact of Needs Map, as well as grasp the strengths and challenges of working as a social cooperative in disaster-affected areas, a thematic analysis approach was used. According to this method, it is important to create codes from recurring themes and interpret their relevance to the subject being studied (Braun & Clarke, 2006). These steps were followed in the data analysis process.

All interviews were recorded. Significant issues and notes were taken during the interviews. Before starting the analysis, the voice recordings were listened to in detail again to identify all patterns and take further notes. At this stage, the main points highlighted by the respondents were marked.

The data and notes were re-read, and the audio recordings were listened to multiple times to identify the key points and themes. Based on the respondents' answers, the frequently mentioned key points were highlighted. Similar aspects were then grouped together to establish broader themes. Themes that emerged included the importance of communication and coordination, engaging stakeholders, national and international collaboration, solidarity, sustainable and comprehensive solutions, technology-based solutions (WhatsApp Chatbot and disaster maps), voluntary participation, incentives for social cooperative models, and the legal status of social cooperatives. This process aims to reveal meaningful relationships within the data set. Furthermore, as this study aims to enable policy recommendations, relevant examples are presented in both the analysis and the recommendation sections.

In this study, thematic analysis was used to analyse data obtained from interviews with Needs Map members. This approach enabled meaningful inferences to be drawn from the content of the data. The analysis revealed significant themes that directly addressed the research questions, offering insight into the views of Needs Map members regarding the cooperative's efforts in the recovery phase, as well as the development of related social policies for both disaster management and social cooperatives. In summary, these themes offered an in-depth understanding of how Needs Map functions as a social policy tool for developing social policy in Türkiye.

1.3.4 Ethical Considerations

Ethical concerns are one of the critical parts of academic research. My research has received approval from the Human Research Ethics Committee at Middle East Technical University. Data obtained from both written documents and verbal

interviews are part of research ethics (Bellalem, Mirza & Mirza, 2023). In this sense, the way in which the responses would be used was explained. Moreover, the informed consent was shared via email before the interview, and their signed written approval was obtained. Additionally, their verbal consent was obtained again during the interviews.

Participants were informed that their responses would remain confidential and would not be shared with any institutions for any other purpose. All responses have been kept anonymous. This means that it is not possible to identify the participants based on their answers. During the data collection process, participants' personal information, such as phone numbers and email addresses, as well as recorded audio and video files, were saved in encrypted folders.

1.3.5 Limitations and Challenges of the Study

The study is limited by the small number of respondents. It only focuses on the views of Needs Map members. However, the study could also have included policy officials from the cooperative sector, disaster management agencies, and scholars specialising in social cooperatives and disaster management. The absence of policy officials and academics resulted in fewer institutional and policy-oriented perspectives being represented. Including these groups would have provided a more comprehensive perspective on both the recovery process and social cooperatives. I addressed this issue by consulting literature and policy reports.

The other challenges of the study relate to the ongoing process of recovery process in the disaster-affected areas. Some questions relate to the impact of management and societal changes based on the services provided by Needs Map in the earthquake-affected areas. Needs Map is currently carrying out numerous projects in the field. They are also collaborating with other stakeholders, and these projects have not yet been completed. Consequently, it is not possible to comprehensively measure the effectiveness Needs Map's recovery operations for these ongoing projects. In addition, the indicators and results of the projects differ from one another. For these

reasons, it is difficult to evaluate the effectiveness of the Needs Map's projects in concrete terms. However, this limitation could be turned into an effective approach. Guidelines could be published to measure the effectiveness of cooperatives' work by organizations such as the ILO, World Cooperatives Monitoring, CECOP, CICOPA, and AFAD.

1.4 Structure of Thesis

This thesis is divided into five chapters. The first chapter provides an introduction to the study, including an overview and the methodology, the research design, the data collection methods, the data analysis techniques, the ethical considerations, and the limitations. Chapter 2 is a literature review providing comprehensive background information on social cooperatives, including their features, aims, service areas, as well as an overview of Needs Map. Chapter 3 presents a global and national review of disaster management policies and examines the effects of the 6 February Earthquakes. Chapter 4 analyses the recovery interventions of Needs Map through interviews with eleven of its members who participated in the recovery response. Finally, Chapter 5 concludes the findings and provides policy recommendations.

CHAPTER 2

SOCIAL COOPERATIVES AND NEEDS MAP

2.1 Definition and Feature of Social Cooperative

The European Confederation of Industrial and Service Cooperatives (CECOP) is an umbrella organization representing social cooperatives in a geographical region that includes Türkiye (Genç İşi Kooperatif, 2017). According to the International Organisation of Industrial and Service Cooperatives (CICOPA), the primary goal of social cooperatives is the public good. This feature is vital for identifying their distinguishing characteristics and framework. At the general assembly meeting held in November 2011, the Confederation established global standards for social cooperatives. It was noted at the conference that social cooperatives adhere strictly to the internationally accepted definition, principles, and characteristics (CICOPA, 2018).

According to CICOPA's publication, "World Standards for Social Cooperatives", social cooperatives prioritize the public good. They operate independently of the state as non-governmental actors and have a multi-stakeholder partnership structure. They are managed through the democratic participation of their members, and the representation of worker-members is fundamental. This encourages the effective inclusion of disadvantaged worker groups in economic and social life. Finally, profits are not distributed to members, or their distribution is limited (CICOPA, 2018). An examination of the goals and objectives of the social cooperative model reveals that, while it shares many similarities with traditional cooperative principles, its objectives are its most significant distinguishing feature. The focus of social cooperatives is on social benefit, the employment of disadvantaged groups, and providing access to social services, rather than profit (Thomas, 2004).

A comparison of social and traditional cooperatives reveals differences in areas such as member eligibility, prioritizing profitability over social benefit, the ease of obtaining financial resources through partnerships, and withdrawal from membership (Stefanson, Fulton & Harris, 1995).

Examining the general definitions and distinguishing features of social cooperatives reveals that they are structures that prioritize societal benefit and solidarity by addressing the social, economic, and cultural needs and desires of disadvantaged groups in society, such as women, the elderly, children, young people and migrants. They focus on areas such as education, health, and employment (Münkner, 2016). It is believed that with legal recognition and support, they can play an effective and active role in solving various social issues and contributing to social and economic growth. Furthermore, it is thought that legal recognition would increase their visibility and acceptance in society (Borzaga et al., 2014). In light of these perspectives, Needs Map can be identified as a social cooperative, as its mission and vision focus on social solidarity and social benefit.

2.2 Needs Map and Social Cooperative Model

Needs Map is an online platform that uses geospatial mapping technology to connect people in need with individuals, institutions, and organizations willing to provide support. It was established as a non-profit social cooperative at the 2015 Social Good Summit by UNDP. Since its establishment, it has promoted partnership and solidarity across diverse areas such as education, health, natural disaster, sports and culture-art. Unlike traditional aid mechanisms, Needs Map does not operate warehouses or storage facilities; instead, it mobilizes communities and fosters a culture of mutual aid and solidarity both in Türkiye and the rest of the world. By matching needs with suitable supporters and encouraging collective action from different perspectives, the cooperative strengthens social cohesion and creates a dynamic ecosystem of support (Erdoğan, 2024).

Needs Map is pioneering an innovative circular economy model through the creation of an online solidarity platform. The organization aims to empower both civil society

and the public sector equally, promote constructive dialogue between different sectors, and generate social benefits through all its activities. These efforts are carried out in collaboration with Needs Map's founders, partners, employees, and volunteers (Erdinç, 2024).

Up to now, more than 10 million needs have been met via the platform. Furthermore, it has generated a substantial social impact equivalent to around 497 million Turkish lira through the sharing economy model. Since 2015, the platform has been used by over 120,000 members, more than 350 NGOs, over 70 private sector organizations, and representatives from hundreds of public institutions. With the support of dedicated institutional and individual volunteers from across Türkiye, Needs Map aims to reach every corner of the globe. The platform continues to grow and evolve every day (İhtiyaç Haritası, 2022).

In light of the corporate policies highlighted on its website, Needs Map continues its activity. These include the Anti-Corruption Policy, Gender Equality Policy, Community Service Policy, Inclusion, Equality and Integration Policy, Code of Conduct, Ethics Policy, and Information Safety Policy (İhtiyaç Haritası, 2022). Furthermore, Needs Map adheres to the following values: voluntary and open partnership; democratic member control; economic participation of members; autonomy and independence; education and information; partnership with other cooperatives; and social responsibility and work (İhtiyaç Haritası, 2022).

Needs Map's revenue model is mentioned in the report. As a non-profit cooperative, Needs Map has developed a revenue model to ensure its sustainability by:

- Developing collaborations with different brands, institutions, or companies to create benefits and social impact, and implementing corporate social responsibility projects.
- To ensure the continuation of its activities and sustainability, it can receive regular or one-time support, either corporately or individually.
- Participating in organizations such as crowdfunding and donation campaigns, and conducting resource development activities with the teams it forms.

- Applying for grants funded by national and international organizations and benefiting from them (İhtiyaç Haritası, 2022).

With its unique model and mission, Needs Map collaborates with public authorities at different levels and in numerous service areas, as well as with national and international civil society organizations, cooperatives, universities, and academics in Türkiye and around the world. The aim is to provide social benefits to people (İhtiyaç Haritası, 2025). The next section will mention its projects and collaborations.

2.2.1 Projects and Collaborations

Through collaboration, Needs Map develops and supports projects in areas such as gender equality, quality education, promoting well-being, disaster management, reducing inequalities, and alleviating poverty. In some projects, Needs Map leverages its well-established technological background to support its collaborations, expanding solidarity efforts everywhere (İhtiyaç Haritası, 2022).

In addition to providing technological support and facilitating collaborations, Needs Map establishes partnerships with various stakeholders, including the private sector, NGOs, initiatives, and cooperatives, with the aim of building a solidarity network. On their website, there are a total of 25 projects in different fields. Nine of these projects focus on education, seven on disaster relief, and three on sport, culture, and art. Two projects specifically include women. Furthermore, two projects aim to develop national and international humanitarian aid organizations: one project focuses on healthcare and healthcare workers, and the other is related to food and nutrition (Erdoğan, 2024).

Needs Map has also responded to other disasters in Türkiye through the collaborations and projects detailed in this section. For example, the forest fires in different parts of Türkiye in July 2019, and the floods in Adana and Mersin in 2019 the Elazığ earthquake in January 2020 and the earthquakes in İzmir in October 2020, the response to the COVID-19 pandemic are some of disasters that Needs Map participated to different respond phase. (Erdoğan, 2024). Additionally, while some of

these projects and partnerships began before the 6 February Earthquakes, these collaboration have expanded to disaster-affected areas. Table 2 shows the collaboration and project of Needs Map. Moreover, some of these projects were mentioned by respondents in the interviews.

Table 2. Needs Map's Projects and Collaborations

Project Name	Collaboration	Content and Aim of the Project
<i>Yan Yanayız</i> (Side by Side)	Zurich Foundation & Heymo	Provide psychosocial support to teachers and healthcare workers during pandemic (expanded earthquake affected region)
<i>Kendini Tanı Erken Tanı Meme Kanseri Farkındalık Hareketi</i> (Know Yourself Early Detection Breast Cancer Awareness)	Astra Zeneca & Cancer Fighters Association	Raise awareness of breast cancer among women especially who has difficulty in reaching health services and also raise the importance of early diagnosis of breast cancer (expanded earthquake-affected region)
<i>Team Paribu Seninle</i> (Team Paribu with You)	Team Paribu	Provide necessary equipment and clothing needs of young people in schools and sports club are met by purchasing from local business. This initiative aims to both connect young people with sports and support the local economy (expanded earthquake-affected region)
<i>Afet Haritası</i> (Disaster Map)	German Marshall Fund & United States	By using Geographic Information System (GIS) technology to enhance disaster response by building networks, and providing rapid support to those in need, and foster communication and coordination among stakeholders during crises

Source: Needs Map

2.2.2 Law on Social Cooperatives in Türkiye

In Türkiye, as there is currently no specific law or legislation for social cooperatives, they are subject to the same laws as all other cooperatives. These include the Cooperatives Law No. 1163, the Turkish Commercial Code No. 6102, the Agricultural Credit Cooperatives and Unions Law No. 1581, and the Agricultural Sales Cooperatives and Unions Law No. 4572 (İhtiyaç Haritası, 2020).

CHAPTER 3

LITERATURE REVIEW

The third chapter will discuss disaster management policies, strategies, and plans, as well as cooperatives and social cooperatives alongside their theoretical background. The conceptualization of disasters and disaster management policies in Türkiye will be reviewed. Furthermore, the relevance of Needs Map in the context of disaster management and national policy development will be examined in more detail.

3.1 Conceptualization of Disaster and Disaster Management

Throughout human history, societies have been negatively impacted by various natural events. While earthquakes, floods, and tsunamis are beyond human control, their occurrence into disaster is a large extent shaped by social factors. In other words, the transformation of natural hazards into disasters is not the result of nature alone, but is also socially constructed. While natural occurrences cannot be prevented, it is possible to minimise the damage that they cause through effective risk management strategies.

It is significant to distinguish between the concepts of hazard and disaster and to conceptualize the disaster process. Distinguishing between these two concepts is critical for an effective disaster management system, including preparedness, risk assessment and mitigation, and response mechanisms. A hazard is defined as an event with the potential to cause harm or damage to individuals, physical materials, and the environment (Wisner et al., 2004). Hazards can occur in many ways, including natural events, such as earthquakes and forest fires, as well as human-made events, such as technological or chemical accidents (Wisner et al., 2004). The main characteristic of a hazard is its potential to trigger a disaster under certain conditions.

Conversely, a disaster is defined as the actual occurrence of a hazardous event that causes significant destruction and disruption the capacity of the affected community.

Disasters can encompass a broad spectrum of negative events, ranging from local occurrences with limited consequences to extensive catastrophes affecting entire regions or nations (Drabek et al., 2007).

According to Mileti (1999), a hazard represents a potential threat, whereas a disaster is the actual realisation that a hazardous event has occurred. While hazards may differ in terms of intensity and scale, but they are classified as disasters when their consequences exceed a critical threshold, resulting in significant damage on a societal scale (Cutter et al., 2000). While hazards often recur over time, disasters refer to specific situations requiring immediate emergency response and recovery actions (Uzun et al., 2004).

Disaster response encompasses emergency response and recovery efforts, as well as preparedness and mitigation strategies. The preparedness phase includes developing an emergency plan, conducting risk assessments, and raising community awareness of potential disasters (Alexander, 2002). Response actions require the coordination of emergency services and the mobilization of resources to meet the needs of affected populations following disasters. Recovery activities involve re-establishing essential services, rebuilding structures, and providing socio-economic services to affected populations. The mitigation phase focuses on reducing the risk of future disasters (Quarantelli, 2000).

There are different approaches to managing disasters through current policies and activities, which are organized under institutional structures around the world. Although different management strategies are implemented in different locations around the world, it can be seen that these phases include similar activities in different countries (Gülkan et al., 2003). The following paragraphs will define the phases of disaster management as outlined in the Turkish literature.

Risk mitigation: It implies all measures and activities that prevent or minimise disaster hazards or significant losses. These efforts require the collaboration of organizations with an effective coordination mechanism to collaborate across numerous disciplines towards specific long-term goals (Gülkan et al., 2003; Şahin, 2009).

Preparedness: The necessary steps are taken at this stage to address potential losses and hazards in the event of a disaster, save lives, search for missing individuals, and meet emergency needs. The aim is also to develop and maintain search and rescue capabilities at this stage. Furthermore, this stage encompasses principles relating to health, shelter, and the distribution of essential supplies, such as food and clothing, to address immediate post-disaster needs (Gökçe & Tetik, 2012).

Response: This phase includes searching for and rescuing as many people as possible, treating the injured, and providing those who have been rescued with shelter, nutrition, hygiene supplies, protection and evacuation assistance. It also involves providing immediate psychosocial support after a disaster. This phase begins after the disaster and typically lasts one to two months, depending on the disaster's impact (Şahin, 2009).

Recovery: The main aim of this stage is to support disaster-affected communities and individuals, as well as regaining local economic vitality. This involves developing infrastructure, improving industry and trade, delivering community education, and providing social and psychosocial support services, and the aim is also to strengthen community resilience against future disasters (Gülkan et al., 2003).

Conducting and implementing disaster management strategies is not easy for complex disasters. The success of disaster management can be hindered by economic conditions and socio-political factors in the country, limited resources, and the severity of disasters itself. Moreover, governance issues and corruption can hinder effective coordination and collaboration of organizations involved in disaster response efforts (Birkland, 2006). The next section will examine global disaster management frameworks.

3.2 Review of Global Actions on Disaster Management

In recent years, the frequency and severity of disasters have prompted global efforts to develop disaster management strategies and policies. The realization of the need for proactive, coordinated strategies, among government institutions, civil organizations, and the private sector have developed a comprehensive framework to strengthen all phases of disaster management. Apart from these strategies, community awareness of and resilience to disasters, social cohesion, solidarity, mutual aid, and partnerships between relevant organizations might also facilitate an effective disaster response (UNISDR, 2015).

Key milestones in disaster management at a global level began with the Yokohama Strategy. The Hyogo Framework (2005-2015) and the Sendai Framework for Disaster Risk Reduction (2015-2030) are regarded as the following steps of the Yokohama Strategy. These frameworks have played a critical role in shaping the global approach to disaster resilience, risk reduction, and multi-stakeholder collaboration (UNISDR, 2015). The Hyogo Framework was adopted by United Nations Member States at the World Conference on Disaster Reduction in Hyogo, Japan, in 2005. It highlights the importance of early warning systems, community participation in disaster risk reduction, and sustainable development policies. (Hyogo Framework for Action, 2005). While this plan offers a comprehensive perspective on disaster management, it has a limited perspective on disaster resilience. Thus, the second plan, the Sendai Framework, was adopted in Sendai, Japan, in 2015, and covers both disaster risk reduction and disaster resilience.

The Sendai Framework was accepted at the Third UN Conference on Disaster Risk Reduction in Sendai, Japan, in 2015 (UNISDR, 2015). The framework emphasizes the use of technology and data for early warning systems, strengthening of disaster risk governance, contributing to disaster risk reduction and resilience. Furthermore, it highlights the importance of the active involvement of governments, NGOs, local communities, academic institutions, and the private sector in disaster management (UNISDR, 2015).

In addition to these strategies, the UNDP is the key actor in promoting recovery-oriented approaches at a global level. With its focus on development, the UNDP has a critical role in maintaining physical infrastructure, ensuring the sustainability of services, promoting economic stability and livelihood opportunities, protecting socio-cultural and environmental features, encouraging social inclusion and capacity building and fostering child welfare and opportunities for women during the recovery phase (UNDP, 2022).

The UNDP views the recovery period as an opportunity to reduce vulnerability and promote equity by strengthening local systems. According to its views, the recovery process should include community participation and inclusive governance. UNDP takes responsibility for guiding the Global Cluster for Recovery. According to its views recovery process should include community participation and inclusive governance. Apart from its cluster responsibilities, the UNDP is co-leading the recovery process following the 6 February Earthquakes in Türkiye together with Needs Map.

3.3 Review of Disaster Management Policies in Türkiye

Examining the definition of a disaster reveals that it involves rendering the affected community dependent on external aid (AFAD, 2014). Disasters' impact on countries and communities across the world differs every year, causing various types of damage (Uzunali, 2022). Due to its geographical location and physical characteristics, Türkiye is susceptible to various of disasters. For this reason, Türkiye has historically experienced both natural and human-related disasters. However, even with preparation undertaken before, during and after disasters, it is not sufficient to eliminate all damage and loss. Nevertheless, all activities aim to minimise harm as much as possible (AFAD, 2013).

According to the Risk Management Index, developed to measure disaster risk, Türkiye is ranked 45th out of 191 countries in the Global Risk Index (AFAD, 2018). As this risk index indicates, disaster risk reduction and management plans play an important role in Türkiye, particularly since the 1999 earthquake. This earthquake

revealed that disaster management is an ongoing process for which the state holds significant responsibility. However, it is understandable that states cannot handle this alone. The involvement of civil society, the private sector, citizens, and other stakeholders could facilitate disaster management (AFAD, 2018).

In Türkiye, disaster management strategies began to take shape following the Erzurum earthquake in 1924. Related legislation included provisions for the urgent needs of earthquake survivors, as well as the completion of permanent housing and infrastructure services (Kalemlı, 2010). Following the Erzincan earthquake in 1939, Law No. 3773 on disaster emergency aid was published. With the adoption of this law, the financial resources for earthquake emergency aid, tax exemptions and support for earthquake survivors' agricultural products were determined. During this period, there were no responsible organizations for disaster management, and *Türk Silahlı Kuvvetleri* (the Turkish Armed Forces), *T.C. İçişleri Bakanlığı* (the Ministry of the Interior) and *Kızılay* (the Turkish Red Crescent Society) were involved in earthquake management (Demir et al., 2025). Until 1943, the laws covered the post-disaster phase. However, following the earthquakes in Adapazarı and Samsun in 1943, it was understood that the pre-disaster preparation phase was important. Therefore, Law No. 4623, which covers the disaster risk reduction strategies, was adopted in 1944 (Tercan, 2020).

In 1956, Law No. 6785, also known as '*İmar Kanunu*' (Zoning Law), was introduced to prevent construction on fault lines. To ensure the effective implementation of this law, *İmar ve İskan Bakanlığı* (the Ministry of Housing and Reconstruction) was established in 1958. This ministry is responsible for taking the necessary measures before and after all kinds of disasters. The Disaster Law No. 7269 was enacted in 1959, consolidating all disaster laws under a single statute and establishing the Disaster Fund (Demir et al., 2025). The concept of disaster was incorporated into the first five-year development plan (1963-1967). The regulations on *Afet Bölgelerinde Yapılacak Yapılar Hakkında Yönetmelikler* (the Structures to be Built in Disaster Zones) were published between 1961 and 1968 (Demir et al., 2025).

Between 1992 and 1999, various disasters, including earthquakes, floods and avalanches, occurred in different parts of Türkiye. Following the Gölcük earthquake of 1999, *Türkiye Acil Durum Yönetimi Başkanlığı* (the Turkish Emergency Management Presidency) was established under *Başbakanlık ve Afet Sigortaları Kurumu* (the Prime Ministry and Disaster Insurance Institution). In 2009, the Disaster and Emergency Management Presidency (AFAD) was established to coordinate the disaster management process. By Presidential Decree No. 4 of 15 July 2018, AFAD was attached to the Ministry of the Interior (Tosun, 2021; Presidential Decree No. 4, 2018).

The primary duty of AFAD is to ensure the efficient implementation of disaster and emergency services. In addition to this, AFAD is also responsible for civil defence at the national level. The other mission of AFAD is to coordinate institutions and organizations involved in all phases of disaster management. Additionally, AFAD is responsible from conducting humanitarian aid operations both domestically and internationally, and develops and implements policies in disaster-affected areas (AFAD, 2022a). The agency also assists with research, development, and training initiatives to enhance disaster awareness and preparedness within society. Furthermore, AFAD organizes humanitarian aid efforts, provides international emergency assistance, and facilitates the acceptance of international aid in Türkiye (Tosun, 2021).

As highlighted AFAD's responsibilities, disaster management is regarded as a management process that includes planning, supporting, coordinating and implementing activities to be carried out before, during and after disasters, to prevent disasters and mitigate their damage and losses. All actors, including institutions, organisations and societal resources, are required to share this common purpose (Şahin, 2009; Ergünay, 2008).

According to this definition, disaster management is a complex and dynamic process involving a multidimensional, multi-actor, and interdisciplinary structure. It is also multi-layered, involving individuals, and organizations in the public and private sectors, and taking place at national and international levels. Furthermore, disaster

management is multi-phased, involving the stages of prevention, preparedness, response, risk mitigation, and recovery (Şahin, 2009; Ergünay, 2008). These core elements of disaster management require different areas of expertise and complement each other over time.

As previously mentioned, disaster management involves multiple actors, so, in addition to AFAD, there are many other parties responsible. According to the recent *Ulusal Deprem Stratejisi ve Eylem Planı* (UDSEP) (the National Earthquake Strategy and Action Plan) regulations, the following organizations are responsible for disaster management:

- *Sigortacılık ve Özel Emeklilik Düzenleme ve Denetleme Kurulu* (the Insurance and Private Pension Regulation and Supervision Agency)
- *Ulaştırma ve Altyapı Bakanlığı* (the Ministry of Transport and Infrastructure)
- *Yükseköğretim Kurulu* (the Council of Higher Education)
- *Kandilli Rasathanesi ve Deprem Araştırma Enstitüsü Müdürlüğü* (the Kandilli Observatory and Earthquake Research Institute Directorate)
- *Cumhurbaşkanlığı Strateji ve Bütçe Başkanlığı* (the Presidency of Strategy and Budget)
- *Çevre, Şehircilik ve İklim Değişikliği Bakanlığı* (the Ministry of Environment, Urban Planning and Climate Change)
- *Enerji ve Tabii Kaynaklar Bakanlığı* (the Ministry of Energy and Natural Resources)
- *İçişleri Bakanlığı* (the Ministry of the Interior)
- *Kültür ve Turizm Bakanlığı* (the Ministry of Culture and Tourism)
- *Milli Eğitim Bakanlığı* (the Ministry of National Education)
- *Milli Savunma Bakanlığı* (the Ministry of National Defence)
- *Sağlık Bakanlığı* (the Ministry of Health)

These ministries and related agencies are responsible for coordinating and cooperating to ensure the successful implementation of planned actions within their framework (AFAD, 2023). In addition to the aforementioned stakeholders - the security and armed forces, various public institutions, civil society, and non-governmental organizations, and platforms are all actively involved in the recovery

period following disasters in Türkiye (AFAD, 2023). Collaboration between all these actors is crucial for implementing a disaster response plan and minimizing potential losses. The AFAD is responsible for disaster management and for preparing plans and strategies for all phases of a disaster.

On the AFAD¹ website, there are six critical disaster management documents that complement each other. *AFAD Strateji Planı* (the AFAD Strategic Plan) (2019-2023); *Türkiye Afet Risk Azaltma Planı* (TARAP) (the Disaster Risk Reduction Plan); *Ulusal Deprem Stratejisi ve Eylem Planı* (UDSEP) (the National Earthquake Strategy and Action Plan); *Türkiye Afet Müdahale Planı* (TAMP) (the Türkiye Disaster Response Plan); *Türkiye Afet Sonrası İyileştirme Planı* (TASİP) (the Türkiye Post-Disaster Recovery Plan); and the Türkiye Earthquakes Recovery and Reconstruction Assessment (TERRA). The following paragraphs will examine each plan in turn.

The AFAD Strategic Plan was prepared based on the Sendai Framework and covers the following key points: coordination and communication, risk reduction, disaster management, public awareness, and institutional effectiveness and capacity (Ministry of the Interior, 2019). In this context, the TARAP concerns risk reduction and aims to prevent the damage and loss caused by disasters. This plan defines the 17 objectives, 66 targets, and 227 actions to reduce disaster risk at a national level. Additionally, this aims to create a safe and resilient environment in the event of a possible disaster (AFAD, 2022b).

The UDSEP aims to make society more resilient in the event of an earthquake. This plan enables society to cope with losses and damage to the physical, social, and economic infrastructure, as well as the environment. The plan emphasizes strengthening institutional post-disaster recovery capacity, such as earthquake risk mapping and improving the resilience of hospitals and schools (AFAD, 2023).

The Türkiye Disaster Response Plan (TAMP) highlights that AFAD is responsible for coordinating disaster and emergency services (AFAD, 2022a). This plan aims to save lives, restore normal life as soon as possible, carry out and implement response

¹ <https://www.afad.gov.tr/planlar>

efforts, ensure the safety of disaster-affected areas and their environments, protect and maintain public health, preserve property and cultural heritage, reduce economic and social losses, prevent secondary disasters, provide the public with accurate information, maintain communication throughout the process and utilize resources efficiently (AFAD, 2022a).

The TAMP reveals the fundamental and complementary principles of the disaster management process. The fundamental principles indicate covering preparedness, response and initial recovery, embracing all types and levels of disasters and emergencies. Moreover, it focuses on the roles and responsibilities of all relevant stakeholders with the aim of immediately facilitating national, regional and local disaster response capacities (AFAD, 2022a).

The operational plans of TAMP consisted of a communication system and its information, assembly points, deployment planning, reports and form templates, responsible personnel and sub-teams, the relevant tools, equipment, vehicles and supplies, and workflows, shift planning and standard operating procedures (AFAD, 2022a). The TERRA and TASİP frameworks have been developed to enable effective recovery operations. This is achieved by ensuring the distribution of resources is prioritised, and by monitoring and evaluating recovery actions in a planned manner. The following section will provide more information on these strategies (AFAD, 2025a; 2025c).

The TERRA report spotlights the results of the 6 February Earthquakes in particular. According to sectors such as social services; housing, education, culture, health, and infrastructural (utilities); as well as water and sanitation, energy, transportation, communication, and the economy; agriculture, mining, tourism and manufacturing industry, and cross cutting sectors, such as employment and social protection, the environment, and the macroeconomic and social impact of the devastating earthquakes in 2023 (AFAD, 2025a). Moreover, TERRA mentions the recovery actions of each sector, stating their respective priorities, recovery needs and strategies. These actions are categorized into three levels: short-term, medium-term and long-term recovery. As with the UNDP's recovery management principles,

identifying the results of disasters by sector is important for planning an effective recovery strategy.

The TASİP identifies three main areas in which responsible institutions should plan, implement, monitor and evaluate recovery operations. The TASİP covers 10 sectors (mentioned above in TERRA) and 39 primary duty areas in the post-recovery process. This plan also details the responsible institutions for the aforementioned sectors, as well as their objectives, activities, and responsibilities (AFAD, 2025c). However, this strategy does not provide guidance on indicators, monitoring or evaluation tools for the recovery process.

Despite the numerous reports and frameworks available, the highest-level document prepared for disaster management is *Türkiye Afet Yönetimi Strateji Belgesi ve Eylem Planı* (TAYS) (the Türkiye Disaster Management Strategy Document). This national document provides guidance on the national strategy, plan and actions for disaster management in Türkiye. The strategy considers the global strategy approach to disaster recovery and integrates sectoral recovery needs based on their service areas (AFAD, 2025a).

However, although all of these plans, frameworks and strategies include responsible stakeholders such as CSOs, development organizations and institutions, none of them include cooperatives in the recovery phase. The following section will briefly mention the role of cooperatives, particularly Needs Map, in disaster response and their relevance to social policy.

3.4 Social and Solidarity Economy Actors in Disaster Management

Since the 1970s, wars, economic depressions, and neoliberal policies have had a negative affect on societies. These challenges have been combined with inadequate government policies to meet the needs of their citizens. This combination has led to the emergence of a relatively new economic model called the social economy. Although this model has been present in economic literature since the 1830s, there is still no consensus on its definition today (Grigore, 2013). The social economy is

referred to as the people's economy, the community development or the community economy, the cooperative economy, the solidarity economy, and the third sector in European countries. The European Union has officially used the term 'social economy' since 1989, defining it as comprising associations, foundations, social enterprises, and cooperatives (Westlund, 2013).

In economically developed countries, the social economy is seen as an alternative to social policies and institutions that provide social services. In contrast, in countries in the take-off stage, it is discussed as a solution to income distribution inequalities, unemployment resulting from economic fluctuation, and related social and economic problems (Bülbüller, 2022). The main principles and characteristics of the social economy are sustainability, solidarity, trust, reciprocity, local development, social cohesion and inclusion, and cooperation rather than financial gain (Adaman & Akbulut, 2016). The social economy aims to transform economic means into social goals. Another related concept is the solidarity economy, which has also influenced the emergence and growth of social cooperatives.

The roots and origins of the solidarity economy are based on the Spanish Civil War of 1937. During this period, the aim was to establish a solidarity-based economy between urban and rural workers' collectives. The focus was on human needs and human relations rather than profit (Miller, 2004; 2010). The most significant distinction between the solidarity economy and other economic models lies in the mode of production. Solidarity economies tend to value both human and natural resources equally, and their goals are shaped by a social framework rather than economic motives. As they prioritise social issues over economic ones, solidarity economies are regarded as a new alternative model in an increasingly globalized world (Aykaç, 2018).

In light of these explanations, it can be said that the social and solidarity economy refers to the organizations, such as cooperatives, associations and foundations that operate with the aim of fostering solidarity, social cohesion, community resilience, and economic and environmental sustainability. Cooperatives and social cooperatives play an important role in this ecosystem by embodying mutual aid and collective

well-being, particularly in times of crisis and disaster. The ILO's Promotion of Cooperatives Recommendation No. 193 (ILO, 2002) highlights the importance of cooperatives' community-based structures, their creation of employment opportunities, and their promotion of social solidarity.

The UN Task Force on the Social and Solidarity Economy (UNTFSSSE) emphasize the role of Social and Solidarity Economy (SSE) actors in building community resilience in times of crisis. Although the framework is not specifically designed for disaster management, it highlights solidarity and inclusiveness, both of which are closely aligned with recovery strategies (UNTFSSSE, 2020 & ILO, 2022). By providing urgent support and facilitate recovery operations through the creation of livelihood opportunities and the strengthening of social protection in times of disaster, cooperatives are a core element of the SSE. With its digital solidarity background, Needs Map maps local urgent needs and distributes related urgent supplies to affected areas, ensuring that individuals living in vulnerable situations are not left behind. Furthermore, the UNTFSSSE recommends the integration of SSE actors into national and international policy frameworks.

Governments and international organizations should integrate the Social and Solidarity Economy into policy responses in order to strengthen resilience and support inclusive recovery (UNTFSSSE, 2020).

This could be argued that important steps towards the recognition of social cooperatives within disaster management plans, such as TAMP and TERRA, strengthening their institutional visibility and policy relevance. Next paragraph will exemplify the different types of cooperatives that respond differently to various disasters, using examples. These examples demonstrate the valuable contributions that cooperatives can make to disaster response and affected communities.

3.4.1 Global Review of Cooperatives in Disaster Management

Disasters and their catastrophic results can affect any country at any time. While some natural disasters, such as hurricanes, earthquakes, and floods, occur suddenly, others, such as drought, develop more slowly. Although disaster management actors

can respond to disasters in different ways, their operations complement each other. The response of cooperatives can vary depending on the disaster. Cooperatives could provide services such as shelter, food and water, urgent needs, employment, financial support and mental health services. With the help of these services, the affected population can return to their daily lives to some extent. The following examples from different cooperatives demonstrate the valuable services they provide and how they respond to different natural disasters, taking responsibility at different phases of the disaster response cycle.

In disaster-prone countries such as Japan, consumer cooperatives provide emergency supplies after the earthquake in Kobe (CCIJ, 2012). In India, labour contracting cooperatives have played an important role in the construction industry following the huge earthquakes that caused widespread destruction in Gujarat. Similarly, the *Grain Banks* have played a key role in providing food security in Ghana during droughts (Patel & Alag, 2003).

The *Mondragón Cooperative* provides financial support in Spain; and the *DESWOS* cooperative enables financial and technical assistance in housing in Germany. Labour cooperatives support workers in India, and village cooperatives seek finance after the civil war in Papua New Guinea (ILO, 2001). Credit and agricultural cooperatives work to improve the social and economic conditions of less privileged communities in Guatemala. In Japan, Botswana and Somalia, livestock cooperatives provide support in the event of natural disasters (ILO, 2001). These examples demonstrate the valuable services that cooperatives provide to affected communities in times of disaster and crisis. The following paragraph explains connection between recovery interventions and social policy before the cooperatives' operations in response to the 6 February Earthquakes.

3.4.2 Recovery Interventions and Social Policy Implications

Disaster recovery involves short, medium and long-term interventions that focus on restoring infrastructure, promoting economic revitalisation, and enhancing social and collective well-being. The UNDP Post-Disaster Needs Assessment Guideline

highlights to importance of social dimensions as well as structural investments (UNDP, 2013). Despite the efforts of responsible formal actors, such as AFAD and local municipalities prioritized emergency response and reconstruction, however, gaps remained in real-time needs assessment, distribution, and coordination at the community level. Cooperatives such as Needs Map could address these issues by mobilizing volunteers at community and international levels to collect, verify, organize, visualize and distribute urgent supplies where the state was unable to do so.

The recovery mission of UNDP is to ‘build back better’ and prevent the situation of vulnerability and poverty that existed before the disasters occurred (UNDP, 2022). In this context, it is important to integrate social policies into the recovery process, demonstrating that interventions strengthen social protection and economic resilience. Needs Map takes these principles seriously, by providing not only emergency relief but also creating new employment opportunities and facilitating sustainable economic recovery. International and national evidence shows that cooperatives play a valuable role in times of crisis, acting like as a stabilizing mechanism. CICOPA stated that;

Worker cooperatives have demonstrated their ability to maintain and even create jobs in times of crisis, providing sustainable employment and fostering resilience (CICOPA, 2012).

This paragraph illustrates how cooperatives can generate new income and employment opportunities, and provide social protection, during economic downturns and times of disaster. One way of the protecting vulnerable groups and reducing poverty during disasters is possible through sustainable economic revitalization.

After the disasters, social reconstruction is possible ensuring access to basic services and the inclusion of vulnerable, disadvantaged groups. Tapan (2023) states that, although some interventions following the earthquakes were consistent with the social service intervention model, serious service gaps emerged in areas, such as social investment and economic participation. For instance, although the Ministry of Family and Social Services provided psychosocial support and social protection

services, its interventions did not extend to the aforementioned areas. However, sometimes accessing the limited services offered was difficult because of bureaucratic procedures and a lack of visibility of the services (Tapan, 2023). Needs Map addresses critical gaps in social protection and inclusion. Through its community and data-driven platform, the cooperative identifies vulnerable populations, documents their needs, and quickly connects them to support.

In conclusion, Needs Map model illustrates how digital innovations, supported by a wide range of communities, can bridge the gap between policy frameworks and the needs of vulnerable groups. By integrating GIS-based mapping and coordinating with volunteers and agencies, the model demonstrates how social policy and technology can be transformed into an inclusive humanitarian approach. Furthermore, in the light of social policy goals, such as solidarity, equality and local empowerment into practice, thereby increasing resilience and inclusivity in the post-disaster context. Thus, Needs Map's social cooperative model has the potential to enrich the disaster recovery period by complementing government efforts and addressing critical service and operational gaps in the field. The following section will discuss the importance of cooperatives in relation to disaster and social policy.

3.4.3 Positioning Social Cooperatives in Disaster and Policy Framework

Different types of cooperative play a vital role in disaster contexts by ensuring inclusive and participatory processes. Through their ability to mobilise local resources and promote community ownership, cooperative operations extend beyond state-centred interventions (CCIJ, 2012). Similarly, the UNTFSSE underlines the role of cooperatives in addressing social exclusion, community well-being, and resilience in times of crisis (UNTFSSE, 2020). Following disasters, these core characteristics enable cooperatives to act as agents of recovery, filling the gaps left by government entities and NGOs.

ILO Recommendation 193 establishes an international policy framework for strengthening the role of cooperatives within national policies (ILO, 2002). Although disasters are not explicitly referenced, the principles set out in the Recommendation

can be applied to disaster governance by highlighting resilience, participatory structures, and social inclusion. This indicates that social cooperatives could be integrated into both disaster management and broader social policy.

To improve this potential, it is essential that national disaster policies align with international policy frameworks. The Sendai Framework for Disaster Risk Reduction states that communities and their leaders must collaborate to prepare for disasters (UNDRR, 2015). This approach is reflected in both the TAMP and the TARAP in Türkiye. Likewise, the TASIP reflects the UNDP's recovery principles, including equity, sustainability, and local empowerment. Furthermore, ILO Recommendation 193 provides a normative foundation for Türkiye's cooperative development strategies (ILO, 2002). These alignments demonstrate the need for an integrated approach. This means that cooperatives should be at the centre of policy design and implementation, not on the periphery. The integration of these insights into Türkiye disaster and social policy frameworks would assist to create a more inclusive and sustainable recovery approach that addresses short, medium and long-term recovery needs.

3.5 Data and Mapping Technology in Disaster Response

The increasingly vital role of data-driven and mapping technologies in humanitarian responses is becoming more apparent every day. According to a report by the UNDP Innovation Facility, geographic information systems (GIS) and big data provide real-time information that increases situational awareness among responsible organizations and relevant decision-makers in times of disaster (UNDP, 2024). Real-time data and geographic mapping mobilise humanitarian actors and facilitate the distribution of emergency supplies, which must be targeted and inclusive.

These platforms could address information management gaps among the relevant responsible parties and also provide complementary services to the government's disaster management system. In Türkiye, although the TAMP, TASİP and TERRA projects identified institutional roles, recovery operations and risk reduction strategies; however they lacked information on the integration of geospatial data

usage or digital technologies in disaster management. For illustrate, AFAD's *Afet Yönetim ve Karar Destek Sistemi* (AYDES) (the Disaster Management and Decision Support System) forms part of the TAMP decision support system. However, it gives limited guidance on using mapping technologies in a disaster context (AFAD, 2022a). Similarly, TARAP and TERRA only address risk mapping and GIS in theory and do not provide practical information.

In the Turkish context, following the 6 February Earthquakes, Needs Map represents an online, data-driven, and map-based platform that complements the country's formal disaster management frameworks regarding TAMP, TASİP, TAYS and TERRA. Needs Map mobilized volunteers and its national and international partners by enabling them with real-time information on urgent requirements and maps showing affected buildings, needs, and supporting organizations in the field. Additionally, its participatory mapping model addresses information and coordination gaps in the field. While facilitating the emergency response, Needs Map acts as a bridge between humanitarian relief and long-term recovery. The structure of Needs Map shows how digital platforms based on the social solidarity economy can effectively complement the formal disaster management system in Türkiye.

3.6 The Case of 6 February Earthquakes

After the devastating earthquakes in February 2023, 11 provinces were directly affected in Türkiye, impacting 15.8 million individuals. Tragically, more than 50,000 people lost their lives and tens of thousands more were injured in the disaster. According to reports, over 216,000 affected individuals migrated to other cities in Türkiye. In below, Table 3 demonstrates the affected population by age in the earthquake affected-provinces.

Table 3. Composition of Population in Earthquake-Affected Provinces by Age

Province	Total	0-17	15-64	65+
Adana	2,274,106	650,919	1,523,411	211,448
Adıyaman	635,169	213,088	404,271	53,281
Diyarbakır	1,804,880	677,944	1,140,208	92,990
Elazığ	591,497	152,439	401,774	64,251
Gaziantep	2,154,051	790,077	1,366,161	124.427

Hatay	1,686,043	537,008	1,102,478	137,785
Malatya	812,580	215,978	545,210	90,642
Kahramanmaraş	1,177,436	373,637	764,905	104,550
Şanlıurfa	2,170,110	974,864	1,246,531	89,688
Kilis	147,919	48,947	95,119	11,919
Osmaniye	559,405	171,036	366,904	51,991
Total Region	14,013,196	4,805,937	8,956,972	1,032,972
Men	7,049,219	2,461,656	4,524,779	463,380
Women	6,963,977	2,344,281	4,432,193	569,592

Source: Address Based Population Registration System, 2022 (AFAD, 2025a)

According to the joint reports by the UNFPA, the provinces of Hatay, Adıyaman, Kahramanmaraş, Malatya and Gaziantep were the most affected by the earthquakes in terms of damage to buildings and infrastructures (UNFPA, 2023a). Table 4 demonstrates total number of buildings in provinces affected by the earthquake. Public services, particularly health and education services, collapsed or were disrupted in many affected cities. The UN Office for the Coordination of Humanitarian Affairs (OCHA) has expressed concerns about illegal settlements, and the poor security and hygiene conditions in these areas, as well as the high number of children not in education (OCHA, 2023). The following paragraphs will provide an overview of the general situation in the areas of basic social services.

Table 4. Total Number of Buildings in Provinces Affected by the Earthquake

Province	Building	Workplace	Public Building	Other	Total
Adana	404,502	29,920	8,916	7,779	451,117
Adıyaman	107,242	5,765	4,370	3,119	120,496
Diyarbakır	199,138	11,412	11,964	3,165	225,679
Elazığ	106,569	7,221	2,872	7,051	123,713
Gaziantep	269,212	22,829	5,480	8,162	305,683
Hatay	357,467	33,511	10,382	5,489	406,849
Kahramanmaraş	219,351	12,358	6,879	4,565	243,153
Kilis	33,399	1,526	1,651	736	37,312
Malatya	159,896	8,370	6,670	4,051	178,987
Osmaniye	128,163	9,428	3,105	2,384	143,080
Şanlıurfa	347,902	18,847	11,790	4,089	382,628
Total Region	2,332,841	161,187	74,079	50,590	2,618,697

Reference: T.C Strateji ve Bütçe Başkanlığı, 2023

In addition to homes, many workplaces, schools, and hospitals were also destroyed. Alongside the physical destruction, a range of economic, social, health-related and

psychological problems have emerged, and preserving cultural heritage has become a key issue. The magnitude and wide-reach impact of the disaster made it difficult to respond to the different affected areas. Moreover, in the early days of the disaster, the government, NGOs, and search-rescue teams were not present on the ground (İhtiyaç Haritası, 2025). This led to coordination, collaboration and distribution problems, particularly regarding urgent supplies. The following paragraphs briefly explain these problems.

In the aftermath of the earthquakes, government and NGO representatives visited the affected areas and stated that a key challenge was the lack of inter-agency coordination, information and planning (Duruel, 2023). Additionally, local AFAD directorates were directly affected by the earthquakes, and they were unable to take active action in the field (İhtiyaç Haritası, 2025). The support provided by the disaster management agencies did not match the needs of the affected population. Moreover, a lack of coordination prevented timely delivery of aid. This inconsistent aid distribution has resulted in the needs of those affected not being fully met (Yıldırım, 2023).

Temporary shelter services led to security, privacy and hygiene problems, particularly for disadvantaged groups, such as women, children, individuals with disabilities, the elderly and migrants. Additionally, tents and containers were not suitable for winter conditions, often being damaged by rain and flooding. Furthermore, temporary shelter solutions were not integrated into long-term permanent housing policies. Although permanent housing projects were initiated following the disaster, there were delays in the construction and delivery of houses to disaster survivors (İhtiyaç Haritası, 2025).

Moreover, the inoperability of hospitals and the impact of the earthquake on healthcare professionals prevented the treatment of wounded individuals and emergency surgical interventions. Disruption to medical care, pharmacies and markets also caused infection and hygiene problems to emerge in crowded places, such as the tent areas and container living spaces. Shared bathroom and toilet

facilities have also posed safety and hygiene risks for women and children (İhtiyaç Haritası, 2025).

The Ministry of Education has established temporary education services, such as tents and containers, and provided support materials, such as books, stationery sets, to compensate for educational losses in earthquake-affected areas (OCHA, 2023). Furthermore, it has switched to distance learning for university students. However, the earthquakes caused disruption to education, resulting in absenteeism and access difficulties. For instance, rural areas do not have access to education (İhtiyaç Haritası, 2025). The requirement for inclusive and safe education has become even clearer, particularly in the aftermath of a disaster. Continuing education is vital for academic, social and psychological recovery.

Following the earthquakes, economic problems have emerged in the agricultural and livestock, manufacturing and industrial sectors, as well as in the tourism sector in the 11 affected provinces. According to reports, post-earthquake economic support mechanisms were not put in place quickly enough, and small and medium-sized enterprises were not given enough financial support to continue their business (İhtiyaç Haritası, 2025).

In order to rebuild society, promote collective well-being and protect vulnerable populations, additional measures must be taken beyond the aforementioned services. OCHA emphasized that many children have been orphaned and that special child protection interventions are required. It also noted that the gender-based violence against women has increased in the affected regions (OCHA, 2023). Furthermore, the WHO outlined the priority need for the affected vulnerable population to have access to mental health services (Özdemir, 2024). These findings demonstrate that the recovery phase requires collaboration between multiple stakeholders and a multi-layered process. Coordination and collaboration among partners are key to providing sustainable and inclusive recovery services.

The aforementioned issues, particularly the coordination challenges, underscore the urgent need for collaborative frameworks and decentralized decision-making

processes, as indicated by the policy analysis conducted in accordance with the TAMP, TASİP and TERRA. Digital platforms such as Needs Map offer vital mapping tools that visualize local needs and facilitate agency collaboration. This helps to ensure that aid reaches those affected more efficiently and equitably.

This chapter provides an enhanced conceptual review of disasters and disaster management, international disaster management operations, and the role of cooperatives and social cooperatives in disaster studies. Based on this background information, the approach to disaster management strategies adopted in Türkiye was examined. The studies reveal that cooperatives around the world have similar roles and responsibilities to those in Türkiye with regard to disaster management. In particular, these include their flexible structures, local, national, and international collaborations, and service areas. The aim of this review was to inform the overall research framework. The next section will briefly outline the services provided by cooperatives in Türkiye to identify the differentiated role of Needs Map in disaster management following the 6 February Earthquakes.

3.6.1 Cooperatives in Türkiye's Disaster Management

Due to its geographical location, Türkiye has been exposed to various disasters such as floods, forest fires, earthquakes and landslides. It is therefore essential to implement a comprehensive disaster management plan to minimise potential losses during and after a disaster. This plan should cover all phases of disaster management, including, prevention, mitigation, recovery and reconstruction (Çoban, 2019).

Examining the involvement of cooperatives in the disaster relief and recovery phase in Türkiye reveals that many played a significant role in this process. The following paragraphs will discuss the role of cooperatives in disaster recovery responses, with a particular focus on their response to the 6 February Earthquakes in Türkiye.

Kadın Emegini Değerlendirme Vakfı (KEDV) (the Women's Work Support Foundation) took an active role 1999 Earthquakes in Adapazarı, and has since taken responsibility for recovery responses to different types of disasters. On 6 February

2023, there were 66 women's cooperatives in provinces affected by earthquakes. *KEDV* members who had received training in search and rescue and had experience with disasters went to the affected area and joined the search and rescue operations. Fourteen other members conducted rapid and medium-term needs assessments. *KEDV* is also a member of the *Disaster Platform*, and shared its report and assessments with other members of the platform through this channel. The organization also acted as a bridge between responsible actors, facilitating the coordination of services (Durutaş, 2023).

At the same time, *KEDV* conducted a needs assessment of women's cooperatives in the area. Small shared kitchens, neighbourhood kitchens, and guest-houses were put into action in Gaziantep, Hatay, Urfa, and Mardin to provide healthy food for children and women (KEDV, 2025). Through many years of cooperation with the public and private sectors, donations have been received and water tanks and mobile toilets have been placed in the right locations. Twelve Women and Child Centre were constructed to provide mental health support, protection, shelter, livelihoods, and water, hygiene, and sanitation services in the earthquakes-affected areas. Furthermore, the Women's Cooperatives Earthquake Support Fund and the Women's Cooperatives Learn from Each Other Programme were launched (KEDV, 2025).

After the 6 February Earthquakes, the *International Cooperative Agricultural Organisation (ICAO)* and the *National Agricultural Cooperative Federation of South Korea (NACF)* collaborated with *Türkiye Tarım Kredi Kooperatifleri* (Agricultural Credit Cooperatives) to support the sustainability of cooperatives and agricultural production in Türkiye. These organizations provided different kinds of services for 1,400 cooperative members affected by the earthquakes (Türkiye Tarım Kredi Kooperatifleri, 2024).

To enable cooperatives to continue their activities in Türkiye following the earthquake, the *World Foundation of Credit Unions (WFCU)* launched the Turkish Cooperative Earthquake Relief Fund. In collaboration with the Agricultural Credit Cooperatives, two projects were led (Türkiye Tarım Kredi Kooperatifleri, 2024).

Although a rapid evolution report on the impact of the 6 February Earthquakes in Türkiye on cooperatives has been prepared in collaboration with the National Cooperative Association of Türkiye and *Genç İşi Kooperatif*, there is no comprehensive report or study on the role of cooperatives in disasters in Türkiye (Genç İşi Kooperatif, 2023). Women's and agricultural cooperatives are the two most prominent cooperatives operating in response to the 6 February Earthquakes in Türkiye.

Examining the services provided by cooperatives, their goals and aims, and their principles, it can be said that they play a significant role in providing accessible services to disadvantaged groups. As evidenced by numerous examples of cooperatives worldwide, social cooperatives can also play a vital role in crisis and disaster situations in Türkiye. Considering the response to the forest fires in different parts of Türkiye in July 2019, the Elazığ earthquake in January 2020 and the earthquakes in İzmir in October 2020, the response to the COVID-19 pandemic, and finally the 6 February earthquake in 2023, Needs Map stands out as a suitable example for this study. From the outset of the response to the 6 February Earthquake, this organization was actively involved in disaster recovery efforts. It has shown exceptional dedication in disaster-affected areas, expanding its scope of services through many collaborations. The next section will examine the disaster recovery responses of Needs Map.

CHAPTER 4

ANALYZING THE ROLE OF NEEDS MAP IN DISASTER MANAGEMENT MECHANISM IN TÜRKİYE

On 6 February 2023, earthquakes hit Türkiye and Syria, affecting 11 provinces in the country, and causing some of the most devastating damage in its history. After the huge hit of earthquakes in February 2023, 11 provinces, including Adana, Adıyaman, Diyarbakır, Elazığ, Gaziantep, Hatay, Kahramanmaraş, Kilis, Malatya, Osmaniye, and Şanlıurfa were directly affected, with 15.8 million individuals impacted. Unfortunately, over 50,000 people lost their lives, and tens of thousands more were injured in the disaster. According to report, over 216,000 affected individuals migrated to other cities in Türkiye (UNFPA, 2023b).

The earthquake-affected and migrant populations faced many difficulties due to their vulnerability. Many children, women and people with disabilities experienced violence, exploitation and abuse, while migrants and marginalized groups faced discrimination. Those with chronic illnesses struggled to access healthcare services, and children were unable to attend school regularly. Children of school age were forced to work in harsh conditions or were married off. All of them had to deal with meeting basic needs such as shelter, food, clean water, and hygiene (UNFPA, 2025).

Government agencies, many national and international support institutions provided search and rescue services, emergency response supplies, shelter services, hygiene products, educational resources, and other urgent necessities to those affected by the earthquakes. However, even though two years have passed the disaster, it is observed that the interventions remain insufficient. Some affected areas still have the same needs as in the first days of the disaster, such as secure shelter, financial support, and hygiene and education materials. Some supporting organizations, such as those in the

private sector or INGOs, have ended their projects in the affected areas because of the funds. Nevertheless, Needs Map has continued to provide services in the areas most affected regions, such as Gaziantep, Hatay, and Kahramanmaraş, since the earthquake occurred.

This chapter discusses the findings of a qualitative research conducted to evaluate the effectiveness of Needs Map's recovery operations in disaster management and social policy development in Türkiye. The research analyzed the role of Needs Map as a social cooperative in disaster management, particularly in the recovery process, and the impact of its operations on disaster management and cooperative policy, based on the experiences of Needs Map members. The interviews revealed both the strengths of Needs Map as a social cooperative and areas for improvement in the implementation of disaster management strategies. Furthermore, they provide valuable insight into policy design.

The three phases of recovery were analyzed comprehensively based on the findings from interviews. This analysis is based on the points emphasized by the participants and the interview questions. Under the heading of short-term recovery operations, the technological infrastructure of Needs Map is analyzed, and the contribution of its technological background to its emergency response and needs assessment is assessed. The medium-term recovery operations section analyses its coordination and communication strategies, and discusses the provision of shelter and livelihood operations, as well as its solidarity mechanism. The section on long-term recovery analyses its mental health support services and the disaster preparedness plan. Finally, the impact of Needs Map's operations on the implementation and development of social policy is discussed, examining the effectiveness of cooperatives as social policy actors. While these analyses highlight the strengths of Needs Map as a social cooperative, they also emphasize the importance of integrating it into disaster management and national policy development.

The history of cooperatives in Türkiye dates back a long way. The solidarity networks that took root during this period have continued to evolve alongside the changing world. As needs and technology have changed, so have the operations and

services of cooperatives. Their solidarity efforts have expanded beyond production and sales into areas such as education, theatre, art, and culture. This may result in a limited understanding of social cooperatives' efforts, specifically their service areas and the general situation of them. Before discussing the response of Needs Map to disaster, respondents answered the question regarding the establishment of the Needs Map as follows:

Needs Map is a technology-based platform that seeks solutions to social problems. It aims to bring together people in need with individuals who voluntarily meet these needs. Founded in 2015, it has continued to act as a bridge between those in need and who are volunteering to meet these needs, improving itself in different areas a long the way. (Respondent 6)

I have worked in different civil society organizations in the development sector. One of my colleagues suggested creating a needs map because, while working with the students, we found that most of them wanted to meet school needs, but at the same time, many people needed different things. We planned to bring those needs and individuals who volunteered to meet them together through digital platforms. (Respondent 8)

The respondents expressed the idea and motivation behind the foundation of Needs Map. According to their answers, they highlighted that their aim is to meet the different types of need on voluntary basis. Furthermore, the cooperative promoted solidarity within the community by demonstrating how technology can be used to solve social problems. In addition to the foundation process, another question asked about to the distinctive features of Needs Map compared to other social cooperatives. Some of the respondents' views on these features are as follows:

The mapping technology is not new for me. Before Needs Map, I worked in many civil society organizations as a volunteer and professional. In one of them, as a team, we designed socio-economic maps for 26 municipalities to promote their strategic plans. Through that project, the importance of map data generation could be understood. I considered how this could be diversified and made accessible to everyone. (Respondent 10)

Needs Map is a map and technology-based platform. To my knowledge, it is the first platform of its kind among cooperatives in Türkiye and worldwide. Another distinctive feature is that Needs Map tries to find solutions to social problems such as poverty, deprivation, education, environment, different types of disaster and gender equality. Rather than being restricted on one area, its services strive to solve the problems people face in their daily lives. (Respondent 7)

In Türkiye, the social cooperatives' working areas are varied and many of them concentrate on a single subject. However, according to the respondents' answers, Needs Map focuses on more than one topic and carries out a great number of projects and collaborations simultaneously. This is one of the major differences between Needs Map and other social cooperatives. The other respondents state the following differences regarding Needs Map:

The mapping technology is not new for me. Before Needs Map, I worked in many civil society organizations as a volunteer and professional. In one of them, as a team, we designed socio-economic maps for 26 municipalities to promote their strategic plans. Through that project, the importance of map data generation could be understood. I considered how this could be diversified and made accessible to everyone. (Respondent 10)

In fact, cooperatives are a cultural issue. From the time of the Ottoman Empire, solidarity has been important in this land, and some groups or individuals endeavour to keep this tradition alive. It could be said that Needs Map also stems from the tradition of public houses. I can say that Needs Map maintains the tradition of solidarity and was established to solve social problems. As an examples, I can highlight the distinctive features of Needs Map. (Respondent 5)

To sum up, according to the respondents' answers, Needs Map was established to solve social problems through its map and technology-based infrastructure, as well as to promote solidarity and a shared purpose within society. After the initial questions aimed at familiarising participants and understanding how it differs from other cooperatives, the focus shifts towards disaster-related questions. The following section will examine the operations of Needs Map following a disaster.

4.1 The Short-Term Recovery Operations of Needs Map

According to the UNDP, short-term recovery refers that it is a bridge between emergency response and long-term recovery (UNDP, 2022). The TASİP covers the damage assessment, the provision of temporary shelter, education and healthcare services, urgent financial support, and the initial stages of psychosocial support services (AFAD, 2025c). In summary, this phase aims to continuity of essential services and implement temporary solutions.

Like other supporting organizations, Needs Map's disaster response varies from meeting basic needs to providing shelter and psychosocial support. Due to its experience of different types of disasters and its strong, well-established national and international partnerships, Needs Map is well placed to respond quickly and coordinate effectively compared to other supporting organizations. The following paragraphs discuss the short-term recovery operations of Needs Map in the affected areas after the 6 February Earthquakes, in light of national and international disaster management policies and plans.

4.1.1 Emergency Response and Coordination

Natural disaster response is a dynamic process, and it is affected by both physical and social factors, as well as the relationships between them. The complexity, unpredictability, and destructive nature of disasters have an impact on response strategies and the response processes. This catastrophic disaster resulted in social and economic instability, creating an urgent need for a search and rescue teams and essential supplies. Although Needs Map did not participate in search and rescue operations, attempted to provide urgent supplies to affected areas. Respondents expressed their experiences of the rapid response as follows:

Our staff were among the first to arrive in the affected areas. Some of our cooperative members and staff are from the affected areas and as soon as they heard about the earthquakes, they went to the areas. No one knew until they arrived that they would face such devastation. It was sometimes difficult to recognize the area because everywhere and everything was destroyed, but our staff's knowledge and connections in the area made our work easier. In the first few days, we recorded people's needs in Excel or by hand when they called, which sometimes led to a little confusion. Then we came up with the idea of a WhatsApp Chatbot and Needs Map Online Whatsapp Request Centre, and we created them. People in need send their requests to us via the WhatsApp hotline on 0850 242 4384. More than 30 volunteers individually verify these requests, confirming the phone number, address and needs. The requested items are then delivered from the warehouse to those in need with the help of that technology and our volunteers' vehicles in Hatay and Adıyaman. (Respondent 3)

The first earthquake response of Needs Map was the Elazığ earthquake in 2020. From this and other fire experiences, we know how vital it is to respond quickly to disasters. For this reason, our members are familiar with their responsibilities in times of disaster. We participate in capacity-building activities and also training in trauma and first aid to ensure the most effective disaster response. With our experienced team, when coming together with the volunteers in the field, we were

able to work more quickly and comprehensively. I would like to reiterate my appreciation for the efforts of volunteers in the field. Thanks to them, a lot of support delivered to those in need. (Respondent 5)

All respondents agreed that they were aware of the significance of a rapid response, as well as the importance of experience and professionalism in disaster response. As mentioned above, some institutions had to provide services beyond their area of expertise. Combined with a lack of guidance and coordination problems, this resulted in chaos in the affected areas at a time of high tension. Upon receiving news of the earthquake from the field, some of Needs Map staff went to the affected areas. Based on their observations and the needs they identified, they began shaping their response and starting work. As the respondents' answers highlighted, their disaster experience and technological infrastructure made coordination in the field easy. Respondents expressed that their first days in the field were as follows:

As you know, there has been huge devastation in the field, with many houses were damaged by the effect of the earthquake. In times like this one of the most essential items is a safe shelter. The 11 provinces were affected, and no matter how many tents were provided there was still a need. A significant number of tents, provided by our international partners and donors, were delivered by helicopters to İncirlik Airbase in Adana. From there, we took them to individuals in need in different earthquake-affected areas. (Respondent 9)

In conclusion, as Özdemir's study highlighted, there were coordination and collaboration issues in the days following the earthquakes (Özdemir, 2024). The lack of clear guidance and planning among the supporting organizations, coupled with their inexperience and unprofessionalism in disaster response, led to confusion and obstacles in the providing emergency services in the affected regions. However, according to Needs Map members, they were able to coordinate their response effectively due to their experience of other disasters and clear division of responsibility within their cooperative. Furthermore, they attempted to solve coordination problems by acting as a liaison between stakeholders. The next section will discuss the technology solutions offered by Needs Map in response to disasters and coordination issues.

4.1.2 Digital Platforms and Crisis Response

Although TAMP covers the use of technology in disaster response (AFAD, 2022a), aforementioned reports indicate that the effective implementation of GIS and other technology-based solutions was not achieved. Apart from AFAD, other organizations, such as Copernicus, MapAction, and academic GIS initiatives have focused on mapping destruction to support search and rescue teams and logistical planning. However, these organizations have only visualized damaged (European Union, 2023; MapAction, 2023; Arizona State University, 2023). While these agencies have made valuable contributions, their support is limited to documenting damage. However, unlike these agencies, Needs Map played a distinct role in creating a mechanism to efficiently channel aid to those affected, while also producing data for experts.

We started working from the very first hours of the earthquake. While researching the spatial and demographic dimensions of the disaster, we also up-dated our Disaster Map website that established in 2021. We shared our damaged assessment form on social media and gathered data and knowledge from the field. To aim of this form is to collect damaged building data. Apart from that the locations of existing gathering areas, tent cities, and mobile pharmacies are included. After verifying this data, we added it as a layer to our Disaster Map. Then, by overlaying the earthquake's affected area with population data, we analyzed the approximate number of people impacted by the disaster. (Respondent 3)

The AFAD Damage Assessment Group focuses on building-level structural damage. However, during the implementation phase, some challenges arose such as methodological concerns and limitations in the necessary resources, including personnel and equipment. These challenges caused delays and inconsistencies in data collection, and affected the accuracy and reliability of the data (TMMOB, 2023). Apart from disaster mapping services, Needs Map provides a WhatsApp Chatbot, an online WhatsApp require center, gathering areas, and mobile pharmacies. Respondents express their views on these services as follows:

Needs Map is also a technology-based cooperative. With the WhatsApp Chatbot people could write their needs there. According to received requests, underwear and food supply boxes are the most needed items. Apart from that, the needs of children, women, men, the elderly, individuals with disability. Tents, baby diapers, and clothes are the other distribution categories. Additionally, through its mapping background and well-established technology, cooperative members could take quick action to meet the needs of earthquake-affected areas. Furthermore, with the help of

their disaster map, they could also identify risk analysis and contribute to risk preparation. (Respondent 6)

According to the respondents' answers, the platform offers citizens, institutions and volunteers the opportunity to enter their needs and receive help in real time. In addition, a lack of coordination and guidance for these agencies has led to delays in the distribution of aid. However, with its well-established technology solutions, Needs Map could identify, categorize, and report urgent needs in the field such as food, shelters, clothing, and medical supplies. In the chaotic environment like that, it also enables emergency workers to minimise delays in critical situations with the help of real-time data collection. The big difference of Needs Map compared to other organizations, it could be said that its ability to organize and identify needs in the field. Apart from that, it can analyse and optimize the most needed items, thereby improving resource allocation strategies in the area.

There was no platform to make human needs visible or to efficiently channel aid to those affected. Needs Map approach provided a transparent and community-driven coordination. This approach filled a critical gap in disaster response by addressing the unmet operational and social needs.

4.1.3 Needs Assessment and Data Utilization

The *AFAD Disaster Information Management, Monitoring and Evaluation Group* is responsible for collect, analysing and reporting on disaster related data. Moreover, *the AFAD Disaster Communication Group* is responsible for sharing accurate disaster information with the public and institutions, also facilitating inter-agency coordination and timely communication (AFAD, 2025b). There is no report about effectiveness of AFAD's implementations of needs assessment and data utilization. However, according to *Türkiye Ekonomik ve Sosyal Etüdler Vakfı* (TESEV) (the Turkish Economic and Social Studies Foundation), issues relating to data accessibility and transparency, data sharing, data quality and reliability, and institutional coordination were problematic for stakeholders when responding to disasters (TESEV, 2023).

With its well-established technology, Needs Map was able to collect and categorize numerous requests from the earthquake-affected population. The relevant department on the platform checked the collected data, which was shared with Needs Map's partners, such as, government bodies and I/NGOs, in real time. The visibility of urgent needs, such as shelter, food, hygiene products, clothing, and medical assistance, was used to coordinate the distribution of aid according to the specific needs and priorities of the different affected locations.

In the first few days, we recorded people's needs in Excel or by hand when they called, which sometimes caused some confusion. Then we came up with the idea of a WhatsApp Chatbot and a Needs Map Online WhatsApp Request Centre, which we then created. People in need send their requests to us via the WhatsApp hotline on 0850 242 4384. More than 30 volunteers individually verify these requests, confirming the phone number, address and needs. The requested items are then delivered from the warehouse to those in need with the help of that technology and our volunteers' vehicles in Hatay and Adıyaman. (Respondent 3)

As the report highlights, the needs in the field and the support provided by disaster response agencies did not align (Yıldırım, 2023). Furthermore, official disaster data was generally fragmented and inaccessible (TESEV, 2023). However, Needs Map was able to identify, categorize, visualize and report urgent needs in the field, making information accessible to all stakeholders. The results demonstrate that the data-driven approach of Needs Map ensured that aid was distributed directly to the areas most severely affected. Moreover, this reliable data enabled the relevant agencies to prioritise emergency responses.

Furthermore, Needs Map shares the information about the needs of affected communities in real time via its social media platforms. Its digital communication channels facilitate the information dissemination among volunteers, civil society organizations, and donors. However, the dissemination of information on digital platforms can sometimes lead to the duplication of needs and the misuse of information (İhtiyaç Haritası, 2025). To prevent this, Needs Map prioritised the verification of needs and data. These digital transparency and accountability tools help to build trusting relationships among stakeholders and users. This transparent approach to sharing open-source data ensures the accountability of Needs Map's humanitarian services and fosters resource mobilization in disaster-affected areas.

The One Rent One Home campaign was launched to provide housing for affected communities after the earthquake in İzmir in 2020. The campaign was demonstrated on TV and received a lot of support. Following the success of the campaign, it was repeated following the 6 February Earthquakes, providing approximately 30.000 houses for people in need. (Respondent 3)

Although, TAMP (AFAD, 2022a) mentions the use of technology in times of disaster, its implementation is limited. In this respect, Needs Map is one of the best examples of using data to solve social problems during disasters, when trust is low and needs are high. As a social cooperative, Needs Map demonstrates how verification systems, civic technology, and data literacy can be efficiently integrated into disaster response. Needs Map also fills the gap in the use of technology during the recovery phase. Disaster resilience and participatory governance could be enhanced by technology solutions.

4.2 The Medium-Term Recovery Operations of Needs Map

The post-disaster recovery and reconstruction process must consider the physical, social, economic, security and well-being needs of affected communities. For this reason, a holistic approach is preferable to one-dimensional or single-solution. Post-disaster recovery operations are multi-faceted and complex processes that do not always follow a linear path. Considering the varied services that Needs Map provides in the field, it is evident that a holistic approach is required. The next part of the study will examine Needs Map's medium-term operations in different service areas following the 6 February Earthquakes.

4.2.1 Provision of Shelter

Reconstructing destroyed and damaged homes was an urgent and clear priority after the disaster. Those affected need a safe place where they can feel secure and continue their lives following the earthquakes. It is not easy to find undamaged houses or safe places in the affected areas after such huge devastation. For this reason, on the first day of the earthquakes, many people who could not find somewhere to go had to live in tents in winter conditions. One respondent answered the question about the shelter services of Needs Map as follow:

This moment was truly unforgettable for me. The earthquake hit 11 provinces and caused widespread destruction. There was a problem with finding enough tents. During this chaotic time, Needs Map took the tents from Adana İncirlik Base by helicopter. I felt honored to be part of such an important moment and to be involved in leading such a significant operation. (Respondent 9)

Immediately after an earthquake, people need safe and secure places to stay. Given that such large-scale earthquakes occur in winter, tents and homes are among the most essential items. Following such widespread devastation, relatively few houses and buildings remain standing. According to TAMP, the *AFAD Afet Barınma Grubu* (the disaster shelter group) is responsible for providing emergency shelters for disaster survivors and workers, equipping them with health, hygiene, and social amenities. Furthermore, they coordinate of tent and container city operations (AFAD, 2022a). However, despite temporary shelter services being provided in the university dormitories or tent cities, logistical and coordination problems, an inadequate number of staff, and a lack of and audit transparency led to a chaotic environment in the provision of shelter. One respondent explained the services offered by Needs Map as follows:

Needs Map's Container Living Spaces were built in Hatay. This Living Space provides shelter for 1,500 earthquake survivors. The community centre, psycho-social support centre and the sports area were constructed with the support of Paribu. Those areas were designed to be sustainable and climate-friendly in collaboration with the Hatay Municipality and the UNDP climate teams. It was designed as an exemplary environmentally friendly model, with instructions for waste water and solid waste management. Additionally, it is open to improvement according to the changing needs in the area, with additional services to be added as required. We have shown solidarity and progressive, effective management and governance in collaboration with many of our local and global partners, especially, UNDP, Idema, and Inogar, and the Metropolitan Municipalities Hatay and Adana. (Respondent 8)

From the responses of Needs Map members, it is clear that they consider both short-term and medium-term recovery services to be equally important. The Needs Map Container Living Space is exactly as advertised. Everything was considered so that people survived after the earthquake and could get back to their daily lives. Not only the survivors' needs but also the living space's sustainability and environmental friendliness were taken into consideration. Additionally, Needs Map also started a the 'One Rent One Home' support earthquake survivors who had to move cities after the earthquake and could not afford to rent a house .

The provision of temporary shelters by Needs Map were align with the TAMP. With the support of its international collaborations, Needs Map first provided tents for disaster-affected population. Apart from providing temporary shelters, Needs Map begin its One Rent One Home project. Their coordinated emergency response clearly had an impact on protecting and saving the lives of many individuals when the government institutions and other organizations were unable to meet all of shelter needs in the field. Needs Map's shelter services could be considered complementary. At the same time, supporters continued to meet the other needs of the affected population based on the respondents' answers (including the needs of the elderly, individuals with disabilities, women, men, and babies). However, in the medium-term recovery process, financial income is important in enabling the affected population to continue living independently.

4.2.2 Livelihoods Recovery

TASİP aims to improve individual living standards as a whole, not only by meeting basic needs, but also in the areas of education, health, social and cultural life and employment. The plan emphasizes the importance of sustainable economic and social development. Moreover, the plan includes economic revitalisation by preserving existing jobs and creating new employment opportunities in order to strengthen local livelihoods (AFAD, 2025c). This section will cover the social solidarity economy and the social marketplace approach of Needs Map, explaining how these two approaches were incorporated into disaster management.

4.2.2.1 Support to Recovery of Small Business: Social Solidarity Economy

To promote economic revitalisation, Turkish ministries prioritised socioeconomic stability. The Ministry of Labour and Social Security prioritised to protect employment. This involved provided wage support, job placement services, and a social protection mechanism for those who had lost their income or job due to the earthquake (T.C. Cumhurbaşkanlığı Strateji ve Bütçe Başkanlığı, 2023). The Ministry of Agriculture and Forestry supported an agricultural recovery programme by providing subsidies, support for inputs and technical assistance to farmers whose production capacity had been severely disrupted (T.C. Tarım ve Orman Bakanlığı,

2024). Furthermore, the Ministry of Trade and the Ministry of Industry and Technology also offered financial incentives, low-interest loans, and grants to SMEs to prevent long-term economic stagnation (T.C. Ticaret Bakanlığı, 2023; T.C. Sanayi ve Teknoloji Bakanlığı, 2023). These valuable efforts largely implemented a top-down mechanisms and institutional frameworks.

Concurrently, numerous I/NGOs and other supporting organizations tried to complement government efforts in addressing community-level livelihoods. The International Federation of Red Cross and Red Crescent Societies (IFRC) and the Turkish Red Crescent supported over 860 farmers and artisans (IFRC, 2024). The Food and Agriculture Organization (FAO) provided cash support to sustain the agri-food system and rural production (FAO, 2023). Moreover, Support to Life and Action Against Hunger identified critical labour challenges. These include a shortage of skilled workers, and their trauma experience following the earthquakes (Support to Life, 2024). In addition to these valuable interventions, one respondent answered the following regarding Needs Map's economic recovery operations in the affected regions:

Various projects have been developed for the survival of companies, factors and especially small businesses in the affected cities. SMEs in the affected regions received grant support through a collaboration between the Regional Rural Development Centre, UNDP, the Regional Reconstruction and Development Centre and Spark Türkiye. This support covered the purchase of necessary machinery and equipment for SMEs with a high proportion of female employees. Another example is the Women's Business Development Centre Project, which supports women entrepreneurs. This project was carried out in Kahramanmaraş, by the Kahramanmaraş Chamber of Commerce and Industry, with the support of the UNDP. The Community Center was opened in Needs Map Container Living Area with the support of Mécénat Servier. (Respondent 2)

It seems that government institutions adopted a top-down, state-led recovery mechanism. These interventions were at the heart of the bureaucratic system, which restricted participation and responsiveness at community level. This logic is limited by a focus on continuity of employment and productivity rather than participatory engagement. In contrast, Needs Map prioritised a community-led driven approach. This example shows how Needs Map initiated a hybrid recovery infrastructure that bridges humanitarian aid and gender-sensitive economic empowerment. It filled the

participatory and inclusive gap left by the state-led mechanism. The other respondents expressed their opinions on this issue as follows:

Before the earthquakes, Needs Map tries to support other cooperatives and build a Social Cooperative Excellence Centre to foster communication, collaboration and partnerships among social cooperatives at the national and international levels. After the earthquakes, the Economic Empowerment Programme was launched with the support of the Turkish Philanthropy Funds. This programme aims to ensure business continuity and increase the economic resilience of cooperatives were affected by earthquakes. As part of the programme, essential items such as food and hygiene products were provided to women's cooperatives. These products were delivered to individuals in need and sold. To reach more customers, sales channels were created via digital platforms. This enabled women's cooperatives to generate income. (Respondent 8)

Needs Map is a social cooperative operating in the field of social solidarity economy. It plays a valuable role in building community resilience by promoting solidarity and human dignity through its services. Different types of cooperative can contribute to a resilient society by providing an alternative economic model based on principles driven by values and cooperation, rather than profit maximization. In times of crisis, cooperatives often highlight these advantages. Apart from these notable works in the field, the Social Marketplace model of Needs Map is one of the most valuable works in the affected cities. One respondent describes the implementation of the Social Marketplace model as follows:

This model was developed by Needs Map before the earthquakes, and continues their work after the earthquakes. The model aims to support to local producers, in particular, shopkeepers, small businesses, women entrepreneurs, and cooperatives. Local producers marked on the map, and when a supporter enters the Needs Map system to fulfil a requirement, a list of shopkeepers or cooperatives selling those products is shown, and the product is available online. The person in need is then able to purchase the product from a local seller. After a disaster, many businesses suffered major damage and many business owners struggled to get back on their feet. This model helps to revitalize the local economy in earthquake-affected areas. (Respondent 3)

This social solidarity economic model promotes the economic participation, community solidarity, and women's empowerment. This social marketplace model shows the intersection of solidarity, the economy, and community empowerment in disaster response. Therefore, it can be used as an effective strategy proposal for inclusive, participatory, and community-led economic recovery after a disaster.

In conclusion, although some government bodies and I/NGOs implemented top-down economic recovery interventions, such as aid distribution, and the provision of credits or loans, these approaches did not involve community participation or digital integration. However, Needs Map offered local producers and SMEs the opportunity to sell products via an online social marketplace. These interventions enhanced economic resilience, raised transparency and participation, empowering communities. As a result, Needs Map fills a unique gap in the post-disaster recovery process by combining humanitarian aid with grassroots economic and social participation. This feature is not found in government institutions or civil society organizations. This section briefly mentions social solidarity and community economic and social empowerment. The next section will specify the financial sources of Needs Map.

4.2.3 Resource Management, Financing and Collaboration

Needs Map is not a production cooperative; it does not produce or sell anything. It is simply a platform that connects people in need with supporters. As mentioned previously, in order to create an income model, Needs Map cooperates with various institutions, companies, and brands to generate benefits and social impact. It also carries out social responsibility projects with its partners. Needs Map also carries out fundraising activities by participating in crowdfunding and donation runs. Additionally, it applies for grants funded by national and international organizations and benefits from them. Since its foundation, Needs Map has focused on establishing and improving collaborations with local, regional, national, and international partners. Following the 6 February Earthquakes, many partners continued to work with Needs Map, expanding the scope of their projects. A strong network of partners has facilitated the development and dissemination of projects. These projects cover the shelter, health, psychosocial support, education, the labour market, and support for local and regional NGOs. Respondents gave the following examples of Needs Map's partnerships:

To illustrate, Needs Map received funding from the European Bank for Reconstruction and Development to rebuild areas and buildings affected by fires. Moreover, it received funding from United Nations Development Programme (UNDP) and collaborated with them on a short recovery period after the 6 February Earthquake. It also received a grant from the Delegation of the European Union to

Türkiye for the development of the Disaster Map, which extended the volunteer map and supported the technological infrastructure of other NGOs. (Respondent 1)

Following the earthquakes, Turkish Philanthropy Funds got in touch with Needs Map, to express their desire to support populations and areas affected by the earthquakes through Needs Map's relief and recovery projects. Needs Map and UNDP have also carried out projects in the areas of Regional Recovery Centre construction, economic empowerment, and early recovery. In cooperation with the Regional Rural Development Centre and Spark Türkiye, grant support was provided to SMEs affected by the earthquakes. This project includes the purchase of machinery, equipment, and related materials for SMEs. The SMEs that received support were chosen based on the number of workers employed, especially female workers. (Respondent 2)

Needs Map does not allow for an increase in dependence on external resources, nor does it restrict its collaborations to them only. It also prioritizes national, regional, and private sector partnerships, as it did before the earthquakes. From its partnerships, it seems that Needs Map creates a transparent budget mechanisms and provides reliable services. Various private sector organizations have expanded their services since the earthquakes.

Needs Map continues to collaborate with the private sector, like Zurich Insurance, Team Paribu, L'Oreal, and Astra Zeneca, after the earthquake to carry on social responsibility projects. Following the earthquakes, the scope of existing services has been expanded in affected areas such as Kahramanmaraş, Hatay, Gaziantep and Adıyaman. These projects offer health services for women, psychosocial support and sports activities and services for the affected population. (Respondent 2)

It could be said that Needs Map's communication and solidarity efforts in the region and internationally were not unrequited. Needs Map's valuable relationships and collaborations with national and international partners, it is well placed to coordinate in such a challenging field. These partnerships aim to facilitate a sustainable reduction in various risks and vulnerabilities in disaster-affected areas. Regular and irregular donors provided financial support to affected communities through Needs Map.

However, it is not possible to carry out any projects without the permission from the relevant ministry or a public authority. Through its well-established relationships with the government authorities and its communication strategy, Needs Map is able to collaborate with different ministries. Additionally, Needs Map acts as an umbrella

organization, coordinating national NGOs to ensure greater coordination in the field and the impact of recovery efforts.

4.2.4 Coordination Mechanisms

Coordination is vital for every type and phase of disaster, but it was particularly crucial following the 6 February Earthquakes because of their magnitude and complexity. Powerful coordination among well-established stakeholders was essential for efficiently distributing services and supplies, ensuring there were no delays or duplication of efforts in disaster-related efforts. Structured, coordinated efforts provide better information and knowledge management and sharing between stakeholders, organize the hierarchy of needs, and facilitate a more coordinated and organized emergency response. As the reports highlighted (Yıldırım, 2023), coordination issues were the major problem from the first days of the earthquakes, affecting all efforts in the field. Apart from the recovery services of Needs Map, as respondents highlighted, Needs Map also bridged the gap between all stakeholders at local, national and international levels. The next paragraph will discuss coordination with ministries.

4.2.4.1 Coordination Government Agency

This section outlines the partnership between Needs Map and various government institutions. As respondents pointed out, Needs Map's operations in the recovery response include health, education, the environment, culture, industry, and disaster relief. Through its partnerships with these ministries, Needs Map has been able to implement its operations and projects in affected regions. As these projects have already been described in detail above, this section will only briefly mention the collaboration partners.

As AFAD is the authorized body responsible for coordination in disaster response, we have been communicating with and indirectly cooperating with AFAD since the first day of the earthquake. Other Needs Map projects, for instance, Self Diagnosis and Early Diagnosis Breast Cancer Awareness and Side By Side psychosocial support project, are also examples as an indirect coordination with the Health Ministry. Additionally, the Child Needs Map Project, the Dream Ship Project and the Team Paribu With You Project are the projects carried out in the field of education in coordination with the Education Ministry. (Respondent 2)

The Chambers of Commerce and Industry in Kahramanmaraş and Gaziantep also supported operations in the affected regions. In collaboration with the UNDP, these government bodies and the Municipalities of Defne, Antakya and Hatay, distributed hygiene kits to affected populations, particularly university students. (Respondent 8)

It could be said that all these projects have been implemented with the direct and indirect official collaboration. Following the devastating earthquakes of 6 February 2023, collaboration and coordination between civil society organizations, the private sector, and public institutions became increasingly important in meeting the urgent needs of those affected. Like many organizations in the field, Needs Map collaborates with the government. However, unlike traditional supporting agencies, Needs Map tried to support these government agencies through its digital, map-based technology.

As a grassroots civil initiative, Needs Map played a key role in identifying and responding to local needs by using digital mapping technology and its network. Partnerships with ministries such as the Turkish Ministries of Health, National Education and Social Services of Türkiye have significantly enhanced the distribution of aid and the effectiveness of humanitarian support. Projects that are related to health awareness, education, psychosocial support, the well-being of children and women, sports, art and culture continue to contribute to the holistic recovery of vulnerable communities in the region. The importance of bringing all stakeholders together in this field cannot be overstated. This enables Needs Map to ensure a coordinated, inclusive, and community-centred response in times of crisis.

4.2.4.2 Coordination of International Assistance

In the aftermath of the 6 February Earthquakes in Türkiye, Needs Map continued existing partnerships and also established new strategic collaborations with various international organizations. Respondents highlighted that these partnerships included INGOs and humanitarian networks such as UNICEF and OCHA, as well as UNDP, and various other UN organizations. Through these partnerships and its digital mapping platform, Needs Map was able to strengthen the transparency of its operations by providing financial resources, and technical expertise and experience.

As a social cooperative, Needs Map prioritizes communication and solidarity in all situation. As a cooperative, we support the building of partnerships with local, national and international organizations and public institutions. Following the 6 February Earthquakes, Needs Map continues to collaborate internationally with organizations such as UNDP and OCHA during the recovery response. In the area of child protection, children's rights and child well-being, Needs Map has built partnerships with UNICEF and IRFC. These partnerships naturally include direct and indirect collaborations, as disaster response requires an ecosystem in which multiple organization and institutions collaborate. (Respondent 2)

Needs Map's data-driven technological infrastructure enhances the real-time needs assessments. The financial support of international partners makes easier to the distribution of resources. These partnerships both prompt direct and urgent responses to crises and while also enabling medium-term recovery operations through the promotion of inclusive and participatory practices. As a locally rooted cooperative with strong social connections, Needs Map acts as a bridge between global aid providers and local communities in need. This highlights the significance of local and international cooperation and communication in disaster response.

The other project was carried out with the Turkish Philanthropy Fund in regions affected by the 6 February Earthquakes. The project aims to increase the economic resilience of businesses and cooperatives in the affected regions. In collaboration with TPF, the project aims to assist business continuity by revitalizing the local economy. Needs Map collaboration is not restricted to these projects; its services include health and hygiene services. To illustrate, we delivered 11 hygiene trucks sent by Kenvue to Hatay in cooperation with Direct Relief. (Respondent 9)

Needs Map played a critical role in local-global cooperation in response to the 6 February Earthquakes. Needs Map is a grassroots network and digital mapping platform. This enabled international organizations to provide targeted, effective and transparent services in situations where coordination was not easy. Furthermore, as respondents pointed out, these collaborations were built not only to meet immediate needs, but also to contribute to the long-term recovery and resilience of affected communities.

Needs Map's international collaboration began on the first day of its construction, and after the earthquakes in February, our partnerships continued to evolve in response to the changing local and global needs. For example, Needs Map is a member of the Platform Cooperativism Consortium, and the UN has declared 2025 the Year of Cooperatives. Türkiye will host this organization, and Needs Map will participate. Additionally, Needs Map plans to include the role of social cooperatives

in times of crisis and disaster to this year's agenda. Another international partner is Microsoft. It is the world's best-known and most widely used technology company. Following the earthquakes, it provides technological support to enhance mobility and enable a fast response in disaster-affected regions. (Respondent 10)

It seems that the local experience of Needs Map, combined with its international strengths, has had a more inclusive impact, leaving no one behind. Respondents highlighted the importance of coordinating with other countries during disasters to promote equal opportunities, address the needs of disadvantaged regions and develop innovative solutions. The next chapter will focus on Needs Map's local networking and collaboration in disaster-affected areas.

4.2.4.3 NGO Coordination and Networking

A lack of defined responsibilities led to confusion and coordination issues in the affected region and among organizations (İhtiyaç Haritası, 2025). As previously mentioned in the reports, in the days immediately following the earthquake, nearly all organizations without disaster plans had to go out with little or no information about the situation in the regions, the prioritized needs in the field, and the service areas of other stakeholders. As previously mentioned, Needs Map has played a key role in responding to various disasters and crises since the Elazığ earthquake in 2020. After this disaster, Needs Map also became a member of the Disaster Platform, alongside nearly 60 other civil society organizations that participated in the response to the Elazığ earthquake. Needs Map recognized the importance of solidarity and the effectiveness of a well-established, inclusive coordination mechanism. Organizations and institutions taking part in the Disaster Platform continue to coordinate their response to the 6 February Earthquakes. Below are some examples of national and local medium-term relations in the response to this earthquake.

Following the earthquakes, we designed our services according to the needs of those in the field. Additionally, we diversified our services for specialized groups. For example, in the long term, we continue to collaborate with *Kızılay* (Turkish Red Crescent), *Toplum Gönüllüleri Vakfı* (the Community Volunteers Foundation), *Anne Çocuk Eğitim Vakfı* (Mother Child Education Foundation) and *Eğitim Reformu Girişimi* (Education Reform Initiative) for logistical arrangements, resource mobilization and program implementation in the areas of health, shelter, and education. Needs Map collaborates with the Support to Life to support livelihoods after disasters and child protection services. For rights-based monitoring and

advocacy for children, Needs Map coordinates with the Child Rights Coalition. For culture and art sessions Needs Map collaborate with *Suna'nın Kızları* (The Daughters of Suna). (Respondent 3)

Despite the lack of crisis response plans and institutional preparedness, the child and youth-focused NGOs play a critical role in protecting and ensuring the well-being of children and young people in disaster areas. The Community Volunteers Foundation made it easier and more effective to mobilise volunteers. With the support of these organizations and volunteers, the education and psychosocial opportunities were made widely available. This ensured that the post-recovery process was designed in an inclusive and child-sensitive way.

As a bridge and coordinator between these actors, Needs Map provides safe spaces for children and women. Another vulnerable group that needs to be focused on is women. The respondent describes the coordination mechanism for meeting the needs of women as follows:

Needs Map always interacts with a variety of organizations and institutions. Following the earthquakes, it continues to work with partners in various service areas. For example, empowerment activities for women in disaster areas were coordinated with the Kamer Foundation to raise awareness of the needs of women and increase visibility. Contact is maintained with the Women's Coalition to raise awareness of increased gender-based violence in disaster areas. Safe spaces and counseling services for women were coordinate with Mor Çatı Women's Shelter Foundation to facilitate women's cooperatives and continue the partnership with the KEDV. (Respondent 2)

Even though women have experienced the same catastrophic disaster, the effects, burdens and risks differ. To prevent this, a gender-sensitive approach must be implemented in every recovery operation (Özdemir, 2024). Needs Map tried to carry out projects and collaborates with all of the women's organizations mentioned organizations provided services in the affected areas. Together, they provided services such as women's empowerment, economic empowerment, support of victims of gender-based violence, and the inclusion of women in recovery planning. Through this coordination, the needs of women for safe spaces, legal and psychological support and economic security tried to be ensured.

Collaborating with gender-sensitive local and national organizations demonstrates that the recovery process can be transformative by creating diverse opportunities for women. In addition to working with women and children, Needs Map also partners with civil society organizations to support social entrepreneurship and the local economy.

Needs Map tries to get in touch with Map different types of organizations and institutions, particularly supporters of the local economy, as long as the means allow. The Social Innovation Initiative Association (SIID), Ashoka, and Imece are the social entrepreneurs that support social impact-oriented projects and the development of social innovation projects, as well as assisting in bringing together local actors and youth to provide sustainable solutions in disaster-affected areas. (Respondent 8)

Needs Map extends to the social marketplace's idea for social entrepreneurs. To find sustainable, community-led solutions, Needs Map collaborates with mentioned social innovation-oriented organizations. Their aim is to foster a social and solidarity economy and assist inclusive business models that include disadvantaged groups, such as women and young people. The service area of this partnership is not restricted only to economic revitalisation, but also offers civic participation and democratic local governance.

Considering the local, national and international multi-stakeholder approach of Needs Map, it is clear that disaster recovery requires a multi-sectoral approach. During these chaotic times, some local civil society organizations and their efforts were not visible in the UN system (Turkish Local Humanitarian Forum, 2024). However, Needs Map was able to bring together all the relevant actors from different fields, which is not easy to coordinate. These cross-sectoral partnerships demonstrate a holistic recovery approach. Moreover, they exemplify that this horizontal stakeholder coordination addresses both urgent needs and long-term social recovery. This distinguishes NGO-led interventions from the more standardized, centralized responses of state institutions. Needs Map uses its digital mapping platform to present data from various stakeholders, including small businesses, local producers, and national organizations, as well as volunteers.

This makes it possible for sector co-leads and UN agencies to access the real-time, verified, and transparent data on needs, resources and ongoing activities. By acting as a central connector among all actors, Needs Map has enabled participatory, and multi-stakeholder coordination. Furthermore, it shows that diverse local and national perspectives have been integrated into decision-making processes, where as the traditional UN coordination mechanisms have struggled to do so (OCHA, 2023).

4.2.5 Volunteering and Solidarity Mechanism

In times of crisis and disaster, spontaneous responses are activated before the responsible formal organizations begin their work. Individual volunteers or groups, both within and outside of the disaster-affected communities, can mobilise quickly, and respond first. These volunteers, whether operating formally and informally, can participate in rescue operations, and transport and distribute emergency relief supplies, providing food and water for affected communities and emergency workers. They can also help to transport information about needs from the field to the relevant parties.

Following the 6 February Earthquakes, many people wanted to take part in the Needs Map disaster response. Some of them came to our storehouse in the affected area, while others came to the DasDas office in İstanbul. They sorted and packed the parcels sent to people in need in earthquake-affected regions. Some volunteers supported the delivery of parcels to people in need in the regions on their motorcycles. At the same time, those volunteers informed us of the latest news from the field and areas of where more parcels needed. According to these needs, we have published lists and shared them with partners and on social media. Every volunteer effort was precious to us. (Respondent 7)

In the 6 February Earthquakes, all of the affected provinces were physically close to each other, and the roads connecting them were damaged by the earthquakes. Additionally, winter conditions delayed the provision of services. In view of this situation, I asked how the community could access to Needs Map and its support after the earthquake. Before answers, it is important to kindly note that all respondents expressed their appreciation for the efforts of all volunteers working in different departments, both in the field and in other cities.

Volunteers in disaster-affected areas take responsibility for different departments. Some of them chose the support to management of storage, some preferred to identify and separate the provided needs according to their type, some verify the needs, some organize the needs and create necessity packages and some transport and distribute materials and supplies to those in need in the fields. The nearly 300 volunteers came from different parts of Türkiye. We did our best take into consideration the job security, needs, well-being, general health, shelter and hygiene conditions of the volunteers. Moreover, the volunteering process lasted only one week. During this period, we prioritised increasing their motivation every morning and in organizing a meeting with them every evening to identify the needs of the field and organize responsibilities. (Respondent 8)

As respondent states, after the earthquakes, local residents responded to the crisis before the responsible organizations did. The state and other officially responsible organizations were unable to coordinate humanitarian assistance in the very first hours or days after the disaster (Yıldırım, 2023). In the affected areas, some spontaneously formed volunteer groups or individuals took part in the NGO relief effort and showed great endeavor. Affected communities did not wait for help from emergency organizations; instead, they played an active role in the response as much as they could. The other respondent expressed about volunteering as follows:

However, when it comes to the earthquakes, the human dimension comes into play. These volunteers not only verified the needs but also shared their grief and supported them as much as possible. To protect the well-being of the volunteers, the volunteering period was set to one week. They could also change department or leave before the end of the week. Throughout this process, Needs Map members and volunteers took care of each other and their needs. Needs Map also opens a campaign on its website to recruit volunteers for future disasters and tries to promote solidarity. (Respondent 3)

Unlike state institutions and many NGOs, where volunteer engagement follows a hierarchical and bureaucratic system, Needs Map mobilized volunteers through a digital, and participatory mechanisms. Using real-time mapping data reduced duplication and created a more inclusive and transparent form of volunteerism than the conventional mechanism. Needs Map was able to respond quickly to urgent needs in the field, thereby reaffirming the importance of mutual cooperation in ordinary people's daily lives.

Respondents believe that this disaster volunteerism movement extended and altruistic individuals will continue to volunteer operations throughout their lives. This spirit of

solidarity will have a positive effect on their environment when they enter the world of work.

4.3 The Long-Term Recovery Operations of Needs

Long-term recovery operations include physical construction and aim to revitalize health, education, and social services, as well as the local economy in the field. The need for these services was also mentioned in the medium-term recovery services section of Needs Map. Through post-disaster needs assessments and its geological map-based system, Needs Map was able to identify the long-term needs in the area. The long-term recovery operations that Needs Map carries out in the field include psychosocial support services and disaster preparedness.

4.3.1 Psychosocial Support and Coping with Trauma

Another highly crucial topic that arises from the interviews is the psychosocial support. As the respondents highlighted, the psychosocial support services and activities provided offer protective and preventive intervention, including individual and group psychotherapy sessions, as well as activities that raise awareness of the emotions and traumas caused by the earthquakes, and the effects of disasters on the children. They also cover protection from any kind of abuse and violence, as well as arts, culture and sports activities. Information about places and services where people can access psychosocial and psychiatric, and protection support services is disseminated through social media channels and group activities. These services should be also available to anyone working in the disaster relief.

According to the TAMP, the Ministry of Family and Social Services is responsible for providing psychosocial support and mental health services, as well as coordinating partner institutions and organizations that offer psychosocial and protection services (AFAD, 2014). According to report, four AFAD Mobile Social Service Centres were sent to Hatay, Kahramanmaraş, Malatya and Osmaniye, with 3,099 personnel deployed to the earthquake provinces and 3,362 personnel deployed outside the disaster zone (Arslankoç, Salduz Doruk & Koçak, 2024). In the context

of psychosocial support, professionals are responsible for providing psychological first aid, and identifying of needs and meeting them, as well as identifying protection needs and arranging institutional care for individuals. They must also coordinate with public institutions, local government bodies, volunteers, and NGOs, as well as mobilizing resources for disadvantaged groups (Arslankoç, Salduz Doruk & Koçak, 2024).

After the disasters or any social crises such as pandemics, particularly in countries like Türkiye, physical needs are prioritized. When it comes to psychological needs, the needs of well-being can be overlooked and ignored due to limited accessible psychosocial support services. Needs Map recognises the importance of long-term psychosocial support programme for community resilience and recovery. For this reason, the Side by Side programme, which began during the pandemic, continued after the 6 February Earthquake by extending its services to the affected population. (Respondent 6)

In the aftermath of the 6 February Earthquakes, existing and accessible psychosocial support centres were damaged, and some mental health professionals also lost their lives or had to move to another city. In an environment characterised by unsuitable physical conditions, a lack of private spaces for counselling and an inadequate number of mental health specialists in the region, and urgent need for psychological first aid in the aftermath of the disasters, Needs Map's approach to people's well-being and the service provision in this field is an exemplary practice that should be highlighted. The mental health services provided by Needs Map in relation to disasters are delivered via the Side by Side project. This part of the study will emphasize the psychosocial support services of Needs Map in the affected region.

In the Side by Side Project, the mental health professionals carry out regular and irregular individual and group psychosocial counselling sessions in the Side by Side Psychosocial Support Centres. Two of these centres were constructed in Antakya and Samandağ in Hatay, and one was constructed in Kahramanmaraş. These centres aim to support individuals of all ages and the community affected by earthquakes in the areas of trauma and the mourning process. Online meeting are also available for those who prefer this option. Apart from counselling, well-being activities are planned according to the needs and wishes of the community. For example, on the anniversary of the earthquakes, clients wanted to commemorate their losses together, so a commemoration ritual was carried out. Other examples relate to 8 March. Women wanted to celebrate this special day by making kısır. (Respondent 6)

According to the study, the earthquake disaster revealed different levels of vulnerability. Providing mental health services requires special attention, particularly in unfavourable conditions and in the face of uncertainty following a major disaster (Arslankoç, Salduz Doruk & Koçak, 2024). Respondents stated that regular and irregular psychosocial support activities must be provided according to need, culture, and feedback from the field - so precious beyond measure.

The Side by Side Psychosocial Support Centres were built in the Living Areas to make them easily accessible. Children, women, individuals with disabilities and elderly people in particular will not have problems accessing them. There are still transportation and security issues in the affected region. There are many well-being activities, such as movie screenings, arts and sports activities, and special day celebrations. I observe and think that it seems too good for the community to have these spaces for themselves. Moreover, all of these services are free, and not only the affected population can benefit from them, but also teachers, health workers, disaster volunteers, and workers. To conclude, all of these services bring individuals together helping them to support each other through this process. (Respondent 11).

According to a study of self-evaluations by psychosocial support workers who served in disaster areas, the PSS services they provided were deemed inadequate and substandard. A lack of professional training in PSS, poor management, coordination and collaboration, inadequate information dissemination, and disregard for cultural elements and vulnerable groups further exacerbated existing vulnerabilities (Arslankoç, Salduz Doruk & Koçak, 2024). In such a chaotic circumstances, where specialised personnel and coordination are crucial, it is worth mentioning *Afet Psikoloji Platformu* (the Disaster Psychology Platform) (APP), which was established following the earthquake to address gaps in the field. The APP is not part of the Needs Map project. The Needs Map PSS consultant is a medical psychologist with more than 20 years' experience, and is also a founder of the APP. Furthermore, APP offers the long-term mental health services in the field and prepare for future disasters. The respondent explained APP's long-term recovery services and preparedness as follows:

The APP was built following the earthquakes to raise specialised professional disaster workers. I am a mental health consultant on the Side by Side project and founder of APP. The APP and Needs Map have organic ties, however, APP is an independent platform. I am a medical rescue psychologist, and have worked on many disasters in Türkiye and abroad. Over the years, I have become aware of the importance of a professional disaster team and disaster preparedness. In this

earthquake, many PSS workers from humanitarian aid organizations were deployed to respond to the disaster. However, this requires a different approach and a high-level of professionalism. The aim of the APP is to raise specialised disaster workers, including miners, firefighters, debris removal workers, architects, emergency health workers, MHPSS specialists, and workers from all occupational groups. To prevent any kind of burden on disaster workers, the platform focuses on creating experts and mechanisms that can respond to disasters fully equipped and while also protecting their well-being. There are similar platforms and associations in Japan and Finland, but Disaster Psychology Platform is unique to Türkiye. In terms of coordination with Needs Map, APP used the digital platform of Needs Map to identify and prioritize PSS requests from the field. In some areas, particularly in temporary tented living spaces established and supported by Needs Map, APP organizes psychosocial group sessions, as well as children and women activities, and group therapies. Moreover, the APP has prepared a guidance document setting out the ethical framework for voluntary work in the field. This document was shared with Needs Map and implemented in collaboration experts. (Respondent 11)

The APP model is important for three reasons. Firstly, it can be said that psychological support processes were implemented in a manner that was trauma-informed, professional, ethical and culturally sensitive. This coordination demonstrates that a holistic recovery approach involving multiple actors is possible. Mental health is often neglected despite being as crucial as physical health. The organic ties between APP and Needs Map is a significant example of implementing a community-based mental health model in the aftermath of a destructive disaster.

Secondly, the organization and coordination between the two institutions could be held up as a powerful example of a well-established and inclusive psychosocial response within long-term recovery efforts. After the devastating earthquakes in February 2023, the urgent mental health needs of the affected population are clear. While Needs Map collects and maps psychosocial support needs, requests using its digital technology, APP focuses on the training of disaster workers from all occupational backgrounds, particularly mental health professionals. As the above self-evaluation study mentions that the unstandardized psychosocial support services tried to be implemented by unprofessional disaster worker in the fields. Therefore, the valuable work of APP can guide the responsible authorities in the context of disaster.

Lastly, working in tandem and collecting requests and needs from the field enabled related professionals to be matched appropriately to recovery needs. With the ethical

guidelines developed by the APP, emotional support sessions, play activities with children, and community resilience sessions were safely and culturally appropriately disseminated. Furthermore, APP model is also important because it is unique to Türkiye. This enables the development of PSS services that are tailored to local needs and are culturally appropriate. It provides effective and sustainable disaster interventions. This cross-sector coordination and collaboration spotlights the emotional and psychological dimensions of disaster recovery, by highlighting a holistic, and human-centred response model.

Most of the research in the disaster management and relief literature has focused on the role of cooperatives in disaster response and rehabilitation efforts. However, their support and assistance in areas such as disaster risk mitigation and preparedness has yet to be investigated. Exploring these aspects is significant because actions taken before a disaster strikes are fundamental to reducing and managing disaster risk. The next section will cover the work of Needs Map on disaster preparedness.

4.3.2 Disaster Preparedness

Türkiye's Disaster Response Plan covers preparedness and emergency response actions in the event of natural disasters (AFAD, 2022a). However, it lacks a comprehensive and detailed intervention strategy for preparedness. In order to manage the preparedness process effectively before a disaster strikes, it is crucial to define the procedures and principles regarding how and by whom the preparedness plan will be implemented. A preparedness phase can save many lives and minimize damage.

In 2021, AFAD prepared *İl Afet Riski Azaltma Planları* (IRAP) (Provincial Disaster Risk Plan) to prevent loss of life and property, to raise awareness of disaster risk reduction, to provide coordination and cooperation among stakeholders, to minimize expenditures after disasters and in short, ensure to reduce disaster risks and safe living in the provinces (Bozkurt & Çiçekdağı, 2022). These plans were prepared in detail for each province. However, it is found that these plans have not been implemented effectively during the 6 February Earthquakes.

The preparedness phase includes an emergency planning, risk assessments, and community awareness and resilience in the event of potential disasters. Furthermore, the preparedness plan is important for developing effective response strategies for the recovery phase. This part of the study will investigate the strategies that Needs Map's employs for disaster preparedness for future potential disasters. Respondents express their views on the preparedness efforts of Needs Map as follows:

Needs Map is one of the members of the Disaster Platform. In collaboration with nearly 50 civil society organizations, we are organizing earthquake drills in İstanbul and İzmir. During these meetings, the action plans were prepared for the emergency preparedness. The organizations are trying to adopt these procedures in their projects. These plans help people and organizations prepare for a possible disaster, explain how to use technology wisely, and demonstrate how to communicate with each other in times of disaster. We also share notes and reports from each drills. (Respondent 2)

Needs Map identified to the check list for disaster preparedness. There are plans for the critical times during disasters, such as the first six hours or the first five days. For these critical times and general disaster situations, the worst case scenarios are prepared for potential situations. Additionally, solutions for these circumstances can be sought within the plan itself and in collaboration with other stakeholders. Additionally, Needs Map takes into account lesson learned from other disasters in which it was involved, as well as efforts made in response to previous local and global disasters. Apart from that, Needs Map creates maps of areas prone to earthquakes, as well as temperature and wind maps for areas at risk of fires. Open and accessible data is important in times of crisis, and this data is presented on our website. For example, following the earthquake in İzmir in October 2020, Needs Map created a street-by-street map of the earthquake-affected areas within a very short timeframe, sharing it with AFAD and other relevant governmental institutions. (Respondent 3)

According to respondents' answers, Needs Map's disaster preparedness plan covers disaster risk and damage reduction, as well as disaster risk mitigation. The cooperative generates risk maps for different types of disaster. These maps are openly shared and individuals and organizations can coordinate and respond to potential disasters. Furthermore, during the preparation phase, it seems that, Needs Map's efforts are closely linked to identifying the risks and damage associated with different types of disasters. Using its mapping technology, it could minimize any negative impact after disasters.

Another vital point raised by the respondent was the importance of collaborating with partners during the preparedness phase, as well as sharing related information and experiences during meetings or drills. Worst-case scenarios are prepared for critical phases of disasters particularly the first six hours and the first five days. Members of the Disaster Platform not only know each other individually, but also recognize each other's organizational service areas. This means they can get in touch with each other more easily and quickly in times of crisis. Working together, they can respond in a timely and effective manner. Apart from that, established and enhanced interaction among stakeholders is needed not only in times of disaster.

Needs Map is not involved in search and rescue operations. Since the Elazığ earthquakes, Needs Map has taken responsibility for disasters, meaning that our members are ready to intervene to some degree in the event of a disaster. However, we participate in capacity-building activities for potential disasters, both as individuals and as organizations. We receive training in specialized areas such as trauma and psychological first response. Moreover, we have special equipment and a team are prepared for the disaster areas. We define our job descriptions and responsibilities within the team for disasters. In addition, we are planning to prepare a disaster manual for precautionary measures and effective response. At the same time, we prioritise raising community awareness of disasters and building community resilience in times crisis times. In this regard, a disaster volunteer network has been established to raise community awareness and prepare a volunteer map before disasters. (Respondent 6)

All answers shed on light to the preparation efforts within Needs Map that could minimize the critical coordination problems within its organization. Their assigned responsibilities and experiences of other disasters resulted in the internalization of duties among staff. Managing such widespread and devastating earthquakes is not easy. With their preparation plan, they conduct a needs assessment and provide an urgent response to the needs of people in the affected area. Moreover, their training, equipment, and disaster drills demonstrate how seriously they are taking this phase as individuals and organizations.

4.4 Impact on Social Policy Process

The globalizing world frequently experiences economic crises, disasters, and wars, bringing issues such as poverty, unemployment, migration, and income inequality to the forefront. In developed countries, supporting cooperatives as a solution to these

problems has become a common strategy for coping with the consequences of these crises. In areas where the public sector cannot operate, cooperatives have become a catalyst for social and economic development (ILO, 2001).

For social cooperatives, their objectives include prioritizing social welfare and the needs of disadvantaged groups, guaranteeing their engagement in economic and social life, and ensuring that services for these groups are sustainable. In line with these objectives, social cooperatives do not aim to make profit; rather, they prioritise community welfare. Furthermore, they concentrate on employing disadvantaged groups and improving access to education, healthcare and social services, while fostering social solidarity and equality.

As previously mentioned, many studies focus on understanding the impact of disaster interventions on communities in the context of disaster recovery. However, due to the lack of a comprehensive and widely accepted definition of the recovery process makes it challenging to understand these interventions and evaluate the effectiveness of recovery efforts. Moreover, the role and impact of the agencies during the recovery process are difficult to identify. Furthermore, there is currently no guidance on how to evaluate the role and impact of cooperatives during the recovery process.

One of the aims of this study is to offer a fresh perspective on disaster management literature by examining the role of social cooperatives in Türkiye's disaster management practices from a social policy standpoint. Although Needs Map was not solely designed for disaster-oriented situations, it has played a significant role in crises such as fires, earthquakes and pandemics. For this reason, the next section will examine the impact of Needs Map as a social cooperative on the development of social policy for the disaster recovery period and social cooperative.

4.4.1 Cooperatives as a Social Policy Tool

Even though the scope and focus of social policy changes day by day, the underlying problems that negatively impact society remain constant. Social policy addresses the problems in society, not only identifying these difficulties, but also finding solutions to them. In a disaster context, social policy addresses two axes of disaster. The first

one is related to disaster preparedness by fostering disaster awareness in the community (Tosun, 2021).

The other one is related to the crisis management process in disasters, where the state and social solidarity collaborate. The improvement of a well-established disaster management system can play a role in finding solutions to important social policy problems (Tosun, 2021).

In times of crisis, the role of cooperatives in the community is indispensable. CSOs, the public sector and the private sector play a key role in providing shelter, livelihoods, food security, financial services, and healthcare in affected areas. Apart from these services, cooperatives' contributions vary and include rural development, social cohesion, policy development and governance, which have increased in times of crises (Pomeroy et al., 2006).

Citizens across the world expect disaster management actors to provide sustainable solutions and policies for disasters. Although AFAD is the answer to this expectation in Türkiye, the role of Needs Map as a social cooperative in this process will be examined. Needs Map's contribution to the development of social policy will be examined in two areas: its impact on social cooperatives and its impact on disaster recovery.

Needs Map was already a transparent organization known and trusted locally and internationally before the 6 February Earthquakes. Its various national and international collaborations and partnerships with local government institutions are a sign of that. Before the earthquakes, Needs Map had already established connections with ministries, particularly the Ministry of Trade, which invited Needs Map to cooperative meetings. The communication and business strategy of Needs Map could be regarded as a first step in the development of social policy. Needs Map is one of the pioneering organizations within civil society in disaster response, and was the first institution to provide technology-based services. Due to its contribution to social policy making in the area of creating a social networks and using technology for good purposes, such as finding solutions to social problems in communities with the support of data, Needs Map is a pioneer in this field. (Respondent 1)

According to the respondent answer, the transparency of Needs Map is highly valued in terms of credibility and reliability, in addition to its mission and vision. The

operations and reputation of Needs Map have therefore been recognized locally and internationally, particularly by government agencies. Inviting Needs Map to special meetings, relying on the data it shares, and collaborating with different government agencies on projects could be regarded as indicators of confidence in Needs Map. This confidence and communication between the relevant agencies could be considered the first step in the policy-making process or the development of social policy.

Since its construction, Needs Map has established an effective communication strategy. Invitations from universities and the private sector have increased awareness of Needs Map. If the ministry and municipality invite the organization and value its opinions, this would represent a policy change. Needs Map, the Ministry of Trade and a few other organizations are conducting a project together called Social Cooperative Education and Promotion Train. Through projects and collaborations like this one with the Ministry of Trade, I believe that awareness and diversity of social cooperatives will increase, as will related policy changes regarding their legal status. As the recovery phase continues in the affected regions, it is not easy to say something about the role of social cooperatives in related policy change or development in recovery phase. However, I assume that there would be changes in the usage of technology, rapid response and coordination during the recovery phase. And, of course, the integration of cooperatives into the disaster management plan. (Respondent 5)

According to the definition of social policy, cooperatives are one of the tools that plays a crucial role in social policy making and the development of it. Furthermore, their social responsibility and commitment to caring for all give them in a leading role in social development and societal resilience. While there has been no concrete policy change in the social cooperative or recovery process, Needs Map's efforts and collaborations as a social cooperative can be seen as part of the social policy process.

As a MHPSS consultant, I can say that Needs Map and Disaster Psychology Platform maintain close dialogue with policymakers. In May 2024, I was invited by the Children's Rights Investigation Commission under the Earthquake Human Rights Commission in the TBMM. I was asked for my opinion on the protection and well-being needs of children affected by earthquakes. The other issue concerned legal measures that could be taken against violations that children affected by the earthquake might experience. Disaster, trauma and MHPSS training were conducted in collaboration with the Ministry of Family and Social Services, the Ministry of Health and AFAD. These meetings focused not only on the needs of affected communities, but also on the well-being needs of workers in disaster areas. As previously mentioned, Needs Map's Side by Side Project provided MHPSS support to disaster workers. I guess, all these invitations and exchanges of views are implications of policy change. I suppose that policy development could be done in

the areas of child protection and MHPSS services, as well as training specialists in disaster response. (Respondent 11)

Needs Map recovery operations have potential to influence the development and implementation of disaster management and social cooperative policies in Türkiye. Since its construction, Needs Map has sought to show how community-driven, technology and map-based solidarity mechanisms can supplement the responses of the state and other actors. During the 6 February Earthquakes, through its mapping technology and transparent matching of needs with resources, mapping supporting actors and volunteers in the field, cooperative revealed importance of integration of technology and digital platforms into disaster management. This showed to policymakers that rather than relying on top-down solutions, a bottom-up, participatory approach could enhance the both efficiency and inclusivity of disaster responses.

As Özdemir's study stated, many I/NGO did not a share common understanding with the public authorities on certain issues. This limited the overall effectiveness of recovery interventions (Özdemir, 2024). At this point, Needs Map played a critical role in social policy development by offering an alternative model that addressed the lack of coordination. Through its participatory and digital approach, Needs Map has revealed the importance of establishing common ground among different stakeholders, making cooperation and urgent policy issues visible.

This study suggests that Needs Map showed that social and solidarity economy actors have potential to shape disaster recovery policies in Türkiye. By combining community-based, data driven mechanisms with digital transparency and active citizen volunteer participation, it creates a pathways to more inclusive, resilient and participatory social policies.

CHAPTER 5

CONCLUSION AND POLICY RECOMMENDATIONS

This study aims to analyse the contribution of Needs Map's recovery response to the 6 February Earthquakes in Türkiye, evaluating its innovative aspects that distinguish it from other organizations, as well as its local, regional, national and international collaborations during the recovery phase. When examining disaster management policies and plans, it is assumed that the operations of social solidarity economy actors, particularly Needs Map, should appear more within the system. The research identifies inadequacies in the planning and implementation of recovery policies and practices, emphasizing the complementary role of Needs Map in the disaster management mechanism. Given that Needs Map's technological structures are one of the most important features in disaster management, the research questions discussed the organization's recovery response to the 6 the February Earthquakes and its role in creating inclusive and sustainable social policies.

The research methodology is presented in the introduction chapter, along with the aim of the study. During the field study, in-depth interviews were conducted with Needs Map members working in different earthquake affected areas. These key respondents played an important role in providing the study's main findings. As social cooperatives are a newly emerging concept in Türkiye, the views and the experiences of members are significant in terms of the demonstrating its practices in real world setting. According to the interviews, the main themes covered in the study were the recovery operations of Needs Map, its map-based technology, its national and international partnerships, its emergency response, its resource management strategy, and its role in policy development. After the research methodology section, the study moves on to the literature review.

The following section explains the Needs Map as a social cooperative, covering its foundation, distinctive features, projects and collaborations. After introducing of Needs Map, the relevance of disaster management strategies and cooperatives is examined. There are many studies and reports on the different types of cooperative's operations in disaster management in various countries. Cooperatives can be involved in all disaster management phases, from preparedness to recovery. Although these studies contribute to the literature, there has been no comprehensive study investigating the role of social cooperatives in the development of disaster recovery policy. After explaining the purpose of the research in the light of this information, to show its necessity, background information on disaster policies and the role of cooperatives in the global and national contexts is provided. Furthermore, the roles and relevance of social solidarity economy actors, especially cooperatives, to disaster management and the development of policies is explained in the context of disaster management and social policy actors. The information provided in this chapter highlights that cooperatives in Türkiye are not included among the official social policy actors or official disaster management institutions, emphasizing their importance of in this fields. This chapter also illustrates cooperatives, its operations such as provision of shelter, food, clothing, emergency supplies, and education, social and healthcare services in disaster management. Furthermore, it provides examples of cooperatives in Türkiye which respond to the 6 February Earthquakes.

The main chapter of the thesis analysis the contribution of Needs Map, as a social cooperative, to disaster recovery responses in Türkiye. It covers its technological infrastructure and its use, its coordination strategies and partnerships, and finally, its impact on social policy development. According to the main findings of the research, the recovery operations of Needs Map are concentrated, especially in the use of technological infrastructure in every phase of recovery, and in its ability to mobilise social solidarity within the community. It played an important role in complementing the recovery needs in areas where the state and other supported organizations were unable to provide enough assistance. It also supports coordination in the field, which is one of the most important challenges impacting the distribution of crucial services. The main findings of the research are summarized below, based on the analysis of the contribution of Needs Map to recovery operations:

One of the key findings of the study is that, as highlighted TAMP, Needs Map shows the power of technology in humanitarian crises. It proves that digital platforms can significantly help to protect and save lives by enabling a quickly and efficient response. Despite TAMP covering the use of GIS and technology in disaster management, there is limited guidance on how to implement this. Although AFAD's disaster management plans emphasize the importance of a rapid response, responsible partners did/could not fully implement the emergency response. Furthermore, reports state that the responsible disaster agencies and NGOs were not present in the affected region in the days immediately following the disaster. Although Needs Map did not participate in the search and rescue operation, the data collected in the field from the first days of the disaster, combined the platform's technological capabilities, facilitated the identification, categorization, and timely distribution of needs in the affected region. As discussed in other studies, various responding institutions had to provide services outside of their usual remit; however, Needs Map gained experience from responding to different disasters in Türkiye. The flexibility of Needs Map's structure, its disaster experiences and its technological approach made it easier to respond to the disaster effectively.

As previously mentioned, the coordination issue has been raised since the first earthquakes hit. This problem had an impact on all services in the field. The procurement and distribution of tents was also problematic, causing delays to services. Although government institutions tried to provide temporary shelter, this was not integrated into long-term permanent housing policies. In light of this information, another important finding of the study is the effectiveness of Needs Map's shelter provision. Apart from providing tents and container living spaces, Needs Map started the 'One Rent One Home Project' campaign when many people were unable to find secure places to live.

The other important finding relates to livelihoods services. Limited access to economic resources and low employment rates have worsened after disasters. Many people have lost their financial resources, and the available projects and services provided are insufficient to meet everyone's needs. Although many government institutions and NGOs supported to livelihood activities in the field, these valuable

actions were not enough to meet needs in the field. According to reports, post-earthquake economic support mechanisms were not put in place quickly enough, and small and medium-sized enterprises did not receive sufficient financial support to keep their business running. However, the efforts and operations of Needs Map in the affected region are noteworthy.

Notably, livelihoods operations of Needs Map includes, economic empowerment programme supporting small business and local producers, the implementation of a social marketplace and the construction of women's business development center. These programme aim to increase the economic resilience of businesses and cooperatives in affected regions, ensure business continuity and revitalize the local economy. In line with the ILO's Promotion of Cooperatives Recommendation No. 193, which highlights to importance of cooperatives community-based structures, their creation of employment opportunities and the facilitation of social solidarity, Needs Map prioritizes of local capacity and a participatory approach rather than a top-down aid model. Needs Map also aims to provide access to markets and financial resources, as well as increasing the visibility of this business. The collective empowerment, community resilience, and inclusive participatory strategies of Needs Map align with the social and solidarity economy framework. Rather than relying on top-down solutions, a bottom-up approach has potential to increase the community resilience, ensuring that future disaster management plans take this into consideration.

A further important finding of the study is the effectiveness of Needs Map's coordination strategy. As stated above, the digital nature of Needs Map, not only facilitates its own work, but also enhances the effectiveness of the responses of other agencies through its digital coordination tools. On the first day of the earthquake, coordination was the main problem among the supporting organizations. As respondents and reports highlight, Needs Map acts as a bridge between local, national and international actors. By collaborating with government institutions, the private sector, and I/NGOs, Needs Map facilitates the distribution of various services. As a bridge, it periodically brings actors together. These meetings strengthened solidarity and the sense of togetherness, providing disaster workers with the opportunity to meet each other and learn about the services of other stakeholders in

the field. Meetings covered knowledge management, non-confidential data, and reports and lessons learned. Thus, coordination was assisted and duplication of efforts and services was prevented and affected people were directed to services from which they could benefit. Furthermore, the collaboration with local organizations made the UN aware of their strengths and valuable efforts in the disaster management.

The other significant findings of the study, Needs Map ability to mobilise volunteers and foster community solidarity. While government agencies and other NGOs volunteers faced with some bureaucratic obstacles, Needs Map, with its ethical business approach and reliable reputation, managed to mobilise both affected communities and international organizations. Needs Map views the affected population as an active agency in this process and emphasizes the dignity and well-being of the community. Moreover, its call for solidarity was met with support from around the world in the form of morals, materials, finance and technology. Examples include technical assistance from Microsoft, financial support from the UNDP, the Turkish Philanthropy Fund and companies, and the provision of rental, educational, sports, and children's facilities by the private sector in Türkiye. Furthermore, together with the UNDP, Needs Map has taken on the significant responsibility of co-leading the recovery response in Türkiye. This mission has led to a greater recognition of Needs Map in the national and international arenas, which could result in social cooperatives being recognized. Another important aspect of collaboration and solidarity in an international context is cooperative consortia. The UN has declared 2025 the Year of Cooperatives, with Türkiye set to host the meeting. One issue that Needs Map will address is the role and responsibility of cooperatives in disasters. This could result in cooperatives being formally integrated into disaster management plans in Türkiye.

The study also revealed that mental health support services provided by Needs Map are critical. As stated in the report, there is a lack of mental health professionals and secure places for counselling, and standardized PSS services, as well as coordination problems in this field. Additionally, much of the related government agencies' PSS services were implemented in the short term. Vulnerable groups, particularly girls

and women were unable to benefit from these services as much as possible. As these services aim to reduce and control the traumatic effects of earthquakes, and prevent abuse and violence towards vulnerable population, these issues are important. Apart from individual counseling sessions, Needs Map's PSS services includes cultural sensitivity, and arts and sports activities, as well as commemorating special days. Side by Side project staff are aware of the necessity and importance of these elements, and they adopt their mental health services according to needs of the community. Additionally, they provide mental health support services for disaster workers, who are generally overlooked. Furthermore, continuity and stability in PSS services and staff are important for building trust, relationships, resilience, and community well-being. The Side by Side project continues to provide their PSS and mental health services in the field, even though many supporting organizations projects have ended.

The study also found that Türkiye has much to do in terms of all phases of the disaster response. As previously mentioned, AFAD has many reports and plans that align with international disaster response and management strategies. However, it seems that there are many challenges in implementing these policies in practice. Due to changes in the relevant ministries and departments, and a lack of audits, no lasting learning has taken place with regard to disaster response. Conversely, Needs Map's response strategies are based on experience gained from other disasters, the UNDP's recovery principles, and AFAD's strategies. Needs Map continues to operate by either improving existing solutions or finding new ways to respond to each crisis.

This study once again highlights the importance of the multi-disciplinary and multi-actor dynamic process of disaster management. It covers the significance of preparedness, organization, as well as the planning and management of necessary resources and activities. According to the Turkish disaster management governance model, the government is open to collaborating with civil society organizations, cooperatives, and international organizations. In this regard, it is important to identify the roles and responsibilities of these actors in disaster management and recovery responses and to examine responsibilities of cooperatives and social cooperatives in planning and implementation. Additionally, the lack of experts and

auditors in the field of disaster service oversight has resulted in the failure to monitor services and fully convey the needs on the ground. Determining the duties and responsibilities of this audit team based on their expertise will increase the effectiveness of disaster response. Through the semi-structured interviews with Needs Map members who participated in disaster recovery responses, the study examines the recovery operations of Needs Map and their impact on social policy development. Another aim of this study is to create response model for recovery that can be used by both NGOs and cooperatives in their respective fields. Finally, the study aims to offer policy recommendations to inform social policies on social cooperative legislation and the integration of the cooperatives as official actors in disaster management.

5.1 Policy Recommendation

One of the critical objectives of the thesis is to offer policy recommendations that promote the legislation of social cooperatives and their integration into disaster management, as well as the development of recovery strategies in disaster this area in Türkiye. The following policy recommendations are presented based on the findings.

Although social cooperatives are subject to the same laws as other types of cooperative, they are not specifically defined. The fragmented nature of the legislation governing cooperatives complicates their operation. Legal regulations regarding the status of social cooperatives in law are important in facilitating their establishment. Moreover, this would enable social cooperatives to receive tax reductions and financial incentives, which is essential for maintaining their business.

Increasing awareness of social cooperatives in the community through activities or projects, and assisting in the integration of cooperative subjects into the education curriculum, can foster solidarity within society, especially among disadvantaged groups. This could minimise their problems and meet their needs some degree.

Encouraging cooperatives, particularly social cooperatives to join national and international unions and consortia, and promoting cooperation between them, can

improve the quality of cooperative's services. Additionally, the cooperation between cooperatives at the national and international levels is significant for jointly addressing global issues, sharing best practice and developing further cooperation.

Mapping different kinds of cooperatives raises awareness of their service areas and each other. This make it easier for them to get in touch with each other in an emergency and coordinate and distribute responsibilities much more quickly.

Developing national cooperative standards for monitoring and evaluating their services is critical for managing the social impact of their operations. Forming a national consortia to supervise all types of cooperative would make their business and services more transparent, accountable and reliable.

Revising recovery response documents is vital to integrate both cooperatives and social cooperatives into disaster response. Defining the roles and responsibilities of cooperatives and social cooperatives in disaster management particularly with regard to the recovery response, could enable a more comprehensive and quicker response to disasters. Moreover, projects and capacity-building activities can be developed to enable cooperatives to play an active role in disaster management. Furthermore, increasing the involvement of social cooperative members in legislation and the policy-making process can facilitate the incentives and status of social cooperatives.

For disaster management policies, data and technology, as well geospatial mapping can be integrated into a disaster response strategy for recovery responses.

For economic revitalisation in disaster affected areas, the social and solidarity economy, and social marketplace model can be used to support local producers.

These recommendations aim to enhance the effectiveness of cooperatives and social cooperatives in Türkiye. Considering the socio-economic and political changes occurring in the world and the issues people facing, it is crucial that social cooperatives continue to develop in order to meet the needs of disadvantaged groups and promote their inclusion in social and economic life. The proposed strategies will

raise awareness of social cooperatives in the community and extend their service areas. This could revitalize cooperatives, which have an important place in Turkish history, and increase trust in and the importance of cooperatives. Moreover, ensuring the legal recognition of social cooperatives would help to streamline the fragmented legislation on cooperatives.

Considering Türkiye's disaster management and recovery response strategies, it is evident that there are no guiding documents for cooperatives. It is necessary to prepare guidance for cooperatives in disaster management. Their capacity, flexible structure, local knowledge, and ability to organize and respond quickly should not be overlooked. All of these features are valid and advantageous when it comes to responding to disasters. Therefore, policies and strategies should include cooperatives, and emphasize the removal of legal barriers to social cooperatives.

One of the findings of the study is that the staff of cooperatives involved in disaster management, also had experienced in this field. Nearly all of them had gained experience in humanitarian response, social development, trauma and different types of disasters. However, they continue to develop professionally and organizationally in this specific area through training and capacity-building activities in disaster management, as it requires a specialised expertise, as stated in the reports and respondents' answers. To effectively respond to disasters, a trained and experienced disaster worker is needed in all areas.

This thesis reveals that cooperatives are more sensitive to bottom-up approaches when responding to disasters. Needs Map emphasizes affected community's dignity, resilience and well-being, rebuilding social ties, and strengthening solidarity during crises. Rather than viewing disaster-affected communities as passive recipients of aid, they are recognised as active participants in finding solutions to the problems they face.

In conclusion, cooperatives and social cooperatives are valuable components of disaster management in Türkiye, but some structural improvements are needed to integrate them into the disaster management process and clarify their responsibilities

in this subject. This thesis presents the work of Needs Map during the recovery period following the 6 February Earthquakes, provides comprehensive recommendations on recovery response policies, and contributes to the development of social cooperatives.

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APPENDICES

A. APPROVAL OF THE METU HUMAN SUBJECTS ETHICS COMMITTEE

UYGULAMALI ETİK ARAŞTIRMA MERKEZİ
APPLIED ETHICS RESEARCH CENTER



ORTA DOĞU TEKNİK ÜNİVERSİTESİ
MIDDLE EAST TECHNICAL UNIVERSITY

DUMLUPINAR BULVARI 06800
ÇANKAYA ANKARA/TÜRKİYE
T: +90 312 210 22 91
F: +90 312 210 79 59
ueam@metu.edu.tr
www.ueam.metu.edu.tr

18 OCAK 2024

Konu: Değerlendirme Sonucu

Gönderen: ODTÜ İnsan Araştırmaları Etik Kurulu (İAEK)

İlgi: İnsan Araştırmaları Etik Kurulu Başvurusu

Sayın Besim Can Zırh

Danışmanlığını yürüttüğünüz Ezgi Turan'ın "*Sosyal Kooperatiflerin Afetler Sonrası İyileştirme Çalışmaları ve Sosyal Politikaya Etkisi: İhtiyaç Haritası İncelemesi*" başlıklı araştırmanız İnsan Araştırmaları Etik Kurulu tarafından uygun görülerek **0154-ODTÜİAEK-2024** protokol numarası ile onaylanmıştır

Bilgilerinize saygılarımla sunarım.

Prof. Dr. Ş. Halil TURAN
Başkan

Prof.Dr. İ. Semih AKÇOMAK
Üye

Doç. Dr. Ali Emre Turgut
Üye

Doç. Dr. Şerife SEVİNÇ
Üye

Doç. Dr. Murat Perit ÇAKIR
Üye

Dr. Öğretim Üyesi Süreyya ÖZCAN KABASAKAL
Üye

Dr. Öğretim Üyesi Müge GÜNDÜZ
Üye

B. KEY INFORMANT INTERVIEW QUESTIONS

1. Kendinizden, kooperatifteki rolünüz ve sorumluluklarınızdan bahsedebilir misiniz?
2. İhtiyaç haritası ne zaman, nasıl kimler tarafından kuruldu ve kuruluşuna neden ihtiyaç duyuldu? (kaç ortakla birlikte, diğer ortaklarla nasıl bir araya geldiniz, kooperatifleşmeye nasıl karar verdiniz, kooperatifleşme amacınız ve hedefleriniz nelerdi)
3. İhtiyaç haritasının diğer kooperatiflerden farkı nedir?
4. İhtiyaç haritası neden sosyal kooperatif olarak kuruldu? Türkiye deki sosyal kooperatiflerin genel durumu hakkında ne düşünüyorsunuz?
5. İhtiyaç haritasının faaliyet / hizmet alanları neler ve hizmet sağladığı alanlar ve gruplardan bahsedebilir misiniz?
6. Ulusal ve uluslararası iş birliklerinizden bahsedebilir misiniz?
7. İhtiyaç haritasının en büyük başarısı nedir?
8. Sosyal kooperatif olarak karşılaştığınız zorluklar var mı? Varsa nelerdir? (sosyal kooperatiflerin güçlü ve zayıf yanları nelerdir)
9. Sosyal kooperatifleri güçlendirmek ve çeşitlendirmek için neler yapılabilir?
10. Doğal afetlerde ya da acil durumlarda 6 Şubat 2023 depremi sonrasında ihtiyaç haritası nasıl bir rol üstlendi? / Tekrar yapılanmaya ihtiyaç duyuldu mu?
11. Doğal afetin etkileriyle ilgili deneyimleriniz nelerdir?
12. 6 Şubat sonrasında hangi tür hizmet ve destekler sağlandı?
13. Deprem sonrası etkilenen topluluklar ihtiyaç haritası ve desteklerine nasıl erişim sağladı? Toplulukla iş birliği nasıl geliştirildi?
14. İhtiyaç haritasının katkılarıyla toplulukta hangi değişimler gözlemlendi?
15. Hükümet, yerel yönetimler ve diğer aktörlerle İhtiyaç Haritası arasında nasıl bir iş birliği gerçekleşti?
16. İhtiyaç haritası özelinde sosyal kooperatiflerin politika oluşturmaya katkısı olduğunu düşünüyor musunuz?

C. TURKISH SUMMARY / TRKE ZET

Bu tez, bir sosyal kooperatif olan İhtiya Haritası'nın 6 Şubat Depremleri'ne yanıt olarak afet yönetimi politikaları kapsamında uyguladığı iyileştirme müdahalelerinin depremden etkilenen alanlarda farklılaşan ihtiyaçları nasıl ele aldığını; iyileştirme çalışmalarına katılan İhtiya Haritası üyelerinin perspektifinden anlamayı amaçlamıştır. Tez aynı zamanda gelecekte afet yönetimi politikalarına kooperatiflerin sürece yasal olarak dahil edilmesi ve sosyal kooperatiflerin geliştirilmesine yönelik politika önerilerinde bulunmuştur. Tez, bu doğrultuda 6 Şubat Depremleri'nde İhtiya Haritası'nın afete müdahale stratejilerinde teknolojik altyapısını nasıl kullandığını, iletişim stratejisi sayesinde yerel, bölgesel, ulusal ve uluslararası kurumlarla nasıl koordine olduğu ve işbirlikleri kurduğunu, ve bu iş birlikleri sayesinde afet sonrası iyileştirme çalışmalarına nasıl müdahalede bulunduğunu incelemektedir. İhtiya Haritası'nın araştırmaya konu edilmesindeki amaç afet iyileştirme çalışmalarını Birleşmiş Milletler Kalkınma Programı ile birlikte eş liderliğini üstlenmiş olması, afetten etkilenen alanlardaki iyileştirme dönemindeki ihtiyaçlara diğer aktörlerden farklı olarak ve aynı zamanda diğer aktörlerin faaliyetlerini tamamlayıcı şekilde cevap vermesi ve afet iyileştirme çalışmalarına hala devam ediyor olmasıdır.

Bu tez, afet sonrası iyileştirme çalışmalarında farklı departmanlarda yer alan sosyal kooperatif çalışanlarının görüşlerini ve deneyimlerini sahadaki uygulamalar, ulusal ve uluslararası afete müdahale stratejileri ve planlamalarıyla ilişkilendirerek afet sonrası iyileştirme çalışmalarının planlanmasının ve etkili şekilde uygulanmasının öneminin anlaşılmasına katkı sağlamaktadır. Ayrıca dünyada çeşitli alanlarda faaliyet gösteren farklı kooperatif türlerinin afetlere ve krizlere nasıl müdahale ettiğini örneklendirerek İhtiya Haritası'nın afet yönetimi alanındaki hizmetleri ile benzerlik ve farklılıklarını ortaya koymaktadır.

LİTERATÜR TARAMASI

Bu bölümde afete müdahalede etkin bir aktör olan sosyal ve dayanışma ekonomisi aktörleri olan kooperatiflerin farklı afetlere müdahaleleri ele alınmıştır. Türkiye’de son on yılda gelişmekte olmasına rağmen, farklı ülkelerde daha uzun yıllardır çeşitli alanlarda hizmet sağlayan sosyal kooperatiflerin ayırt edici özelliklerine, hizmet alanlarına, yasal statüsüne ve özellikle bir sosyal kooperatif olan İhtiyaç Haritası’nın ayırt edici özelliklerine, vizyonuna, misyonuna, yürüttüğü projelere ve uygulama ortaklarına yer verilmiştir.

Kâr amacı gütmeyen, herkesin eşit yaşam hakkı olduğunu savunan, dayanışmayı önemseyerek sosyal fayda amacıyla 2015 yılında kurulan İhtiyaç Haritası teknoloji ve harita tabanlı bir sosyal kooperatiftir. Öğrenci ihtiyaçlarını haritalama saha çalışması sırasında, herkesin birbirinden farklı ihtiyaçları olduğu ve bu ihtiyaçların kategorize edilerek hizmet sağlanmasının daha etkin olacağı düşünüldüğü fikrinden yola çıkılarak oluşmuştur. İhtiyaç sahibi ile ihtiyacı karşılamak isteyen kişiyi web sitesi üzerinden eşleştirerek bir araya getiren bir arayüz platformuna benzetilebilir. İhtiyaç sahibi tarafından ihtiyacının ne olduğu, konumu gibi bilgiler platforma girilir. İhtiyaç sahibi ve ihtiyacı karşılayan kişi birbirleri ile iletişim kurmadan; ihtiyacı karşılamak isteyen kişi sisteme girdiğinde kooperatif üyeleri tarafından ihtiyacın hala geçerli olup olmadığı kontrol edildikten sonra işlem gerçekleştirilir. Okul eşyası ve malzemesi, kırtasiye malzemesi, çocuk ve genç spor kıyafetleri gibi malzemeler ihtiyaçların içeriklerini oluşturur. Sosyal pazar yeri modeli ile yerel ekonominin kalkınmasını hedefleyen İhtiyaç Haritası; platforma girilen ihtiyaçları; ihtiyaç sahibinin bulunduğu şehri gözeterek aynı şehirden ve lokal üreticiden ihtiyacın karşılanmasını hedefler.

Aynı zamanda güçlü teknolojik alt yapıya sahip olan İhtiyaç Haritası, belediyeler, üniversiteler ve sivil toplum kuruluşlarının teknolojik alt yapısını destekler, ihtiyaca göre belirli haritalar oluşturur ve sosyal fayda güden projelerde dezavantajlı durumlardaki toplulukların ihtiyaçlarını gidererek toplumsal eşitsizliği ve yoksulluğu azaltmaya çalışır. Anne Çocuk Eğitim Vakfı, Derin Yoksulluk Ağı, Suna’nın Kızları, Hayata Destek, Eğitim Reformu Girişimi, Sivil Toplum Geliştirme Merkezi,

Boğaziçi Üniversitesi Mezunlar Derneği, İstanbul Beşiktaş Belediyesi, Team Paribu, Zurich Sigorta iş birliği içinde olduğu bazı kurumlardır.

Farklı ülkelerde sosyal dayanışma kooperatifleri, sosyal işletme kooperatifleri olarak adlandırılan sosyal kooperatifler Türkiye’de de sosyal kooperatif olarak adlandırılmaktadır. Nitekim hakkında diğer kooperatifler gibi ayrı bir yasal düzenleme bulunmayan sosyal kooperatiflerin diğer tüm kooperatifler gibi 1163 sayılı Kooperatifler Kanunu, 6102 sayılı Türk Ticaret Kanunu, 1581 sayılı Tarım Kredi Kooperatifleri ve Birlikleri Kanunu ve 4572 sayılı Tarım, Satış, Kooperatif ve Birlikleri Kanunu’na bağlı olduğu bilinmektedir.

Sosyal kooperatifler; kâr amacı gütmemeleri, kâr ediliyorsa bu kârı kendi üyelerine sınırlı olarak dağıttığı ya da bu kârın hiç dağıtılmayıp sosyal fayda için kullanmaları, sosyal ve dayanışma ekonomisini benimsemeleri, dezavantajlı grupların istihdama katılımını destekleme amacı benimsemeleri gibi özellikleri nedeniyle diğer kooperatif türlerinden ayrılmaktadır. Bahsedilen kooperatif türlerinin, özel sektörün ve devlet desteğinin yetersiz kaldığı sağlık, çocuk ve yaşlı bakımı, marjinal grupların iş hayatına entegre edilmemesi gibi nedenler sosyal kooperatiflerin ortaya çıkmasına zemin hazırlamıştır. Irk, cinsiyet, yaş gibi çeşitli nedenlerle dışlanan gruplara hizmet sağlamak amacıyla kurulan sosyal kooperatifler; engelli bireyler, yaşlılar, çocuk ve kadın gibi dezavantajlı bireyler ve gruplar için hizmet sağlamaktadır. Bu çalışmada, bahsedilen faaliyet alanlarına ek olarak afetlerde de yer alan kooperatiflerin, özellikle bir sosyal kooperatif olan İhtiyaç Haritası’nın 6 Şubat Depremleri sonrası afet yönetimine katkılarını incelemiştir.

Doğal afetler tarih boyunca topluluklara çeşitli zararlar vermiştir. Sel, deprem, tsunami gibi insan kontrolü dışında gerçekleşen doğa olaylarının önlenmesi mümkün değilken bu olayların neden olabileceği afetleri önlemek mümkündür. Afet kavramının kavramsallaştırılması için ‘afet’ ve ‘tehlike’ terimlerinin bilinmesi ve ayırımının yapılması önemlidir. Tehlike gerçekleşme potansiyeli sonucunda insanlara, varlıklara ve çevreye zarar verme kapasitesi olan durum veya olay olarak tanımlanır. Afet ise toplulukların baş etme kapasitesini aşan, kontrol edilemeyen tehlikeli bir olayın gerçekleşmesidir. Tehlikeler toplumsal açıdan büyük zarara ve yıkıma yol

açtığında afet olarak adlandırılırlar. Afet yönetimi hazırlık, müdahale, iyileştirme, risk azaltma gibi çeşitli aşamaları içerir. Ancak afetlerin karmaşık doğası gereği afete müdahale yöntemlerinde belirtildiği gibi ilerleyemeyebilir.

Yokohama Stratejisi, Sendai Afet Riski Azaltma Çerçevesi, Hyogo Eylem Çerçevesi uluslararası alanda kabul edilen afet yönetimini destekleyen rehberlerdir. Uluslararası bu rehberlerin yanı sıra Birleşmiş Milletler Kalkınma Programı uluslararası arenada afet sonrası iyileştirme çalışmalarında yer alan öncü kurumdur.

Türkiye’de afet yönetimi ile ilgili politikalara bakıldığında T.C İç İşleri Bakanlığı Afet ve Acil Durum Yönetimi Başkanlığı’nın (AFAD) afet yönetiminden sorumlu olduğu görülmektedir. Türkiye Afet Müdahale Planı (TAMP), Ulusal Deprem Stratejisi ve Eylem Planı (UDSEP) ve 2025 yılı Mayıs ayında yürürlüğe giren Türkiye Afet Sonrası İyileştirme Planı (TASİP) doğrultusunda afetlere müdahale edilmektedir. Bu planlarda afet yönetiminden sorumlu olan kuruluşlara bakıldığında kooperatiflerin afete müdahalede yer almalarına rağmen diğer kurumlar gibi resmi olarak tanımlanmadığı görülmüştür.

Kooperatif özelinde afet yönetimi çalışmalarına gelindiğinde ise afetlerde yer alan kooperatiflerin farklı dezavantajlı durumlarda yaşayan birey ve topluluklar üzerindeki etkisini anlamak için önemlidir. Bu çalışma 6 Şubat Depremi’nde iyileştirme aşamasında yer alan bir sosyal kooperatif olan İhtiyaç Haritası’nın kısa, orta ve uzun dönem afet iyileştirme çalışmalarını inceleyerek kooperatiflerin afete müdahale ve iyileştirme çalışmalarında etkili bir aktör olduğunu ortaya koymayı amaçlar.

Farklı türdeki kooperatiflerin genel hizmet alanlarına bakıldığında bulundukları bölgelerde yaşanan afetlere kayıtsız kalmadıkları görülmektedir. Somali, Botswana, Ghana gibi kuraklığın yaşandığı ülkelerde kooperatifler özellikle temel geçim kaynakları olan tarım ve hayvancılık alanındaki yaşanabilecek zararı azaltmak için çiftçileri destekleyip ihtiyaç sahiplerine güvenli gıda sağlarken; Belize’deki balıkçı kooperatifleri afete neden olabilecek olası kötü hava olaylarıyla ilgili balıkçıları bilgilendirmektedir. Japonya, Hindistan gibi deprem olma riski yüksek olan ülkelere

kooperatiflerin acil durum malzemesi tedarik ettiđi; Maldivler ve Filipinler’de yařanan deprem, tsunami ve sel sonrasında kooperatiflerin iyileřtirme alıřmalarında yer aldıđı grlmektedir. Genel olarak deđerlendirildiđinde kooperatiflerin afete mdahalenin neredeyse her ařamasında rol aldıđı, acil yardım malzemesi, gıda, sađlık hizmetleri temini; inřaat, finansal ve kredi desteđi, tarım ve hayvancılıđı destekleme gibi alanlarda hizmet sađlarken bu alanlarda politika geliřtirme konusunda etkili olduđu grlmřtr.

6 řubat 2023 yılında Kahramanmarař merkezli depremlerin Trkiye’de 11 ilde yaklařık 15 milyon kiřiye etkilediđi, 50.000 fazla kiřinin hayatını kaybettiđi, yarım milyondan fazla kiřinin yaralandıđı, neredeyse 216.000 kiřinin bařka řehirlere g etmek zorunda kaldıđı raporlara yansımıřtır. Bylesine byk aplı bir afete devletin tek bařına mdahale edememesi bir dereceye kadar olası sayılabilir. Bu nedenle, afet mdahalesine ynelik kapsamlı alıřmalar, disiplinler arası ve uluslararası iř birlikleri etkili afet ynetimi iin gereklidir. Hkmetler, bakanlıklar, yerel ve uluslararası sivil toplum kuruluřları, zel sektr arasındaki iletiřim ve iř birlikleri afete mdahalenin her ařamasını daha etkili hale getirebilir. Aynı zamanda kooperatiflerin de afet ynetimine dahil edilmesi mdahalelerin etkililiđini arttırabilir.

Trkiye’ de yer alan kooperatiflere bakıldıđında KEDV’in depremde etkilenen illerdeki arama kurtarma alıřmalarına katıldıđı, bu illerde hızlı ihtiya arařtırması yaptıđı, ocuklar ve kadınlar iin gvenli merkezler kurduđu, diđer illerdeki misafirhanelerini depremzedelere atıđı, mahalle ve ortak mutfak projeleri sayesinde gıda desteđi sađladıđı grlmřtr. Tarım Kredi Kooperatifleri’nin ise uluslararası iř birlikleri ve fonları aracılıđı ile etkilenen tarım kooperatifleri yelerini, ekipmanlarını ve ofislerini destekledikleri bilinmektedir. Yine bir sosyal kooperatif olan Gen iři Kooperatifin depremle ilgili raporlar hazırladıđı bilinmektedir. Bir bařka sosyal kooperatif olan ve depreme mdahalede yer alan İhtiya Haritası’nın afetlere mdahalesi ile ilgili bilgiler bir sonraki paragrafta paylařılmıřtır.

Teknolojik hizmetleri ve iřbirliklerinin yanında İhtiya Haritası farklı yıllarda, zellikle 2019 ve sonrasında Trkiye’nin eřitli blgelerinde yařanan orman yangınlarında yer almıř, 2019 yılında Adana ve Mersin’de yařanan sellerde, 2020

yılında Elazığ ve İzmir’de yaşanan depremlerde, 2023 yılında 6 Şubat Depremleri’nde yer alarak çalışma alanına afet müdahalesini de eklemiştir. Etik kaygılar ve veri paylaşımı konusundaki güvenlik önlemleri gözetilerek ilgili kurumlar ile veri ve bilgi paylaşımı yapılmıştır. Afet Haritası uygulamasıyla, Bir Kira Bir Yuva projeleri afetten sonra uygulamaya geçen projeleridir. Bir sosyal kooperatif olarak on yıldır faaliyet gösteren İhtiyaç Haritası’nın misyonu, vizyonu ve afete müdahale yöntemleri ve uygulamaları dikkat çekicidir. 6 Şubat Depremleri’nde birçok işbirliği ve projesiyle iyileştirme çalışmalarına devam eden İhtiyaç Haritası’nın Türkiye’deki afet yönetimi ve sosyal kooperatiflere ilgili politikaları etkileme potansiyeli olduğu düşünülmektedir. Tüm bu nedenlerle İhtiyaç Haritası araştırma konusu olarak seçilmeye uygun görülmüştür.

Sosyal dayanışma ekonomisi aktörlerinden olan kooperatiflerin ve sosyal kooperatiflerin farklı afetlere farklı çözüm önerileri getirdiği, etkilenen topluluk arasında dayanışmayı güçlendirdiği, sosyal politika oluşturma ve geliştirme sürecinde rol oynayabileceği Birleşmiş Milletler sosyal ve Dayanışma Ekonomisi Kurumlararası Görev Gücü (UNTFSSSE) ve Uluslararası Çalışma Örgütü (ILO) tarafından yayınlanan raporlarda belirtilmiştir. Yine Birleşmiş Milletler Kalkınma Programı (UNDP) ve Sanayi ve Hizmet Kooperatifleri Uluslararası Örgütü (CICOPA), kooperatiflerin afet zamanlarında yeni iş olanakları yaratarak bireysel ve toplumsal dayanıklılığı arttırdığını ve aynı zamanda sosyal koruma sağladığının önemini vurgulamıştır. Uluslararası yayınların yanı sıra TAMP, TAPAP ve AYDES gibi ulusal afet yönetimi stratejileri verilerin ve haritalama teknolojisinin afet yönetiminde nasıl kullanılacağını planlarında dahil etmiş fakat nasıl uygulanacağı ile ilgili ayrıntılı bir rehber paylaşmamıştır. Ayrıca İhtiyaç Haritası’nın iyileştirme hizmetlerinin UDSEP, TASİP ve TAYS ile uyumlu olduğu bulunmuştur. Tüm bu bilgiler göz önüne alındığında İhtiyaç Haritası’nın ulusal ve uluslararası raporlarda ve planlarda bahsedilen afet yönetimi stratejilerine uyduğu ve afet yönetimindeki diğer aktörler tarafından bırakılan bu boşlukları doldurduğu anlaşılmaktadır.

ARAŞTIRMA YÖNTEMİ

Bu araştırmada hem nitel hem de nicel araştırma yöntemleri kullanılmıştır. İlk olarak, İhtiyaç Haritası ve sosyal kooperatif sektörü üzerine detaylı bir literatür taraması yapılmıştır. İkinci olarak Türkiye’de ve dünyada afet müdahale planları, yöntemleri, afet sonrası iyileştirme çalışmaları üzerine Birleşmiş Milletler Kalkınma Programı (UNDP), Hyogo Eylem Çerçevesi ve Sendai Risk Azaltma Çerçevesi, AFAD raporları ve strateji planları (TAMP, TASİP, TAYS, TERRA, UDSEP,) incelenmiştir. Son olarak, İhtiyaç Haritası’nın afet sonrası iyileştirme çalışmalarında yer alan çalışmaya Adana, Ankara, Bolu, İstanbul, İzmir illerinden katılan kişilerle yarı yapılandırılmış mülakat görüşmeleri gerçekleştirilmiştir. Bir kişi hariç katılımcıların her biri Türkiye’de yaşanan diğer afetlerde gönüllü ve profesyonel olarak yer aldığını belirtmiştir. Bu sebeple çalışma esas olarak sosyal kooperatiflerin dinamiklerinin ve afete müdahale stratejilerinin anlaşılması için katılımcılar açısından ele alınmıştır.

Yapılan araştırma sonucunda, sosyal kooperatif olan İhtiyaç Haritası’nın afet sonrası teknolojik altyapısı ve işbirlikleri sayesinde sağladığı iyileştirme çalışmaları, bu çalışmaların afetzedeler ve ilgili politikalar üzerindeki etkisi değerlendirilerek sosyal kooperatiflerin geliştirilmesi ve afet sonrası iyileştirme dönemi ile ilgili politikaların geliştirilmesine katkı sağlaması hedeflenmiştir. Ayrıca, kooperatiflerin özellikle sosyal kooperatiflerin hizmet alanları incelenerek, önlerindeki yasal engellerin kaldırılarak devlet tarafından vergi muafiyeti/indirimi sağlanması ve finansal teşviklerin verilmesine yardımcı olacak bir kaynak oluşturulması amaçlanmaktadır. Ek olarak, bu tezin, İhtiyaç Haritası’nın afete müdahale stratejileri incelenerek afet alanında yer alan ilgili kurumlara rehber olması hedeflenmektedir.

Ulusal ve uluslararası alanda yapılan literatür taraması farklı uygulama pratiklerinin anlaşılmasına yardımcı olurken, farklı ülkelerde de afete müdahale çalışmalarında bulunan İhtiyaç Haritası üyeleri ile yapılan görüşmeler doğrudan sahadaki gerçeklere ve deneyimlere ulaşmayı sağlamıştır. Teorik bilginin ötesine geçen bu bütünlük yöntem sayesinde İhtiyaç Haritası’nın sahadaki çalışmalarının ve çalışmalarının gerçek etkilerinin daha iyi anlaşılmasına katkıda bulunmuştur.

TEMEL BULGULAR

Bu bölüm, İhtiyaç Haritası'nın 6 Şubat Depremleri iyileştirme çalışmalarının etkililiğini değerlendirmek amacıyla yapılan nitel araştırmanın bulgularını göstermektedir. Araştırmada İhtiyaç Haritası'nın deprem sonrası iyileştirme çalışmalarının afet yönetimindeki etkisi ve rolü analiz edilmiştir. Araştırma deprem sonrası iyileştirme çalışmalarında yer alan İhtiyaç Haritası üyelerinin deneyim ve görüşlerine dayanmakta ve bulgular sosyal kooperatiflerin geliştirilmesine ve afet yönetimi ile ilgili politikalara yönelik önerilere ışık tutmaktadır.

Çalışmanın temel bulgularından biri Türkiye Afet Müdahale Planı'nda (TAMP) belirtildiği gibi İhtiyaç Haritası'nın teknolojiyi diğer aktörlerden farklı olarak afete müdahalede etkin bir araç olarak kullanabilmesidir. Arama ve kurtarma faaliyetlerinde yer almayan İhtiyaç Haritası'nın teknolojik alt yapısı ile deprem sonrası etkilenen alanlardaki ilk ihtiyaçların hızlı şekilde tespit edilmesi ve depremden etkilenen alanların haritasının çıkarılmasında önemli bir rol üstlendiği görülmüştür. Bu haritalar ve ihtiyaç analizlerinin ilgili kurum ve kuruluşlarla paylaşılması sahadaki hızlı ve etkin müdahaleyi arttırmış ve hizmetlerin tekrara uğramasını engellemiştir. Raporlarda belirtildiği gibi, uzmanlık alanı afet yönetimi olmayan bir sürü kurum ve kişi afet sahasında görev almasına rağmen, İhtiyaç Haritası'nın diğer afetlerde kazanmış olduğu deneyim afete müdahale etmesini görece hızlandırmış ve kolaylaştırmıştır. İletişim ve koordinasyonun böylesine zor olduğu afet sonrası kaos ortamlarında bu hizmetlerin yeri ve değeri önemlidir.

Çalışmanın farklı alanlarında bahsedildiği gibi koordinasyon afetin ilk günlerinden itibaren sorun olmuş ve sağlanan hizmetleri etkilemiştir. Özellikle depremin ilk günlerinde çadır bulmakta ve dağıtılmakta sorun yaşanmış, İhtiyaç Haritası uluslararası işbirlikleri sayesinde barınma sorununa bir dereceye kadar katkı sağlayabilmiştir. Kamu kurumları tarafından sağlanan barınma hizmetlerinde zaman zaman ertelemeler ve koordinasyonla ilgili sorunlar yaşanırken, İhtiyaç Haritası Hatay ve Kahramanmaraş'ta konteyner yaşam alanları kurmuş ve 'Bir Kira Bir Yuva' kampanyasını yeniden başlatarak afetzedelere çeşitli barınma imkanı sağlamıştır.

Depremın yıkıcı etkilerinden bir diğeri de geim kaynakları ve ekonomi alanında yařanmıřtır. Deprem sonrası iř yerleri yıkılmıř, zarar grmüş, alıřan kiři sayısı azalmıř, kiřiler ve haneler hem iřlerini hem geim kaynaklarını kaybetmiřlerdir. Devlet organları ve diğeri mekanizmalar geim kaynakları projeleri, teřvikler, krediler saėlarken bu hizmetlerin zamanında eyleme gemediğı, kk iřletmelerin ve lokal reticilerin bu teřviklerden yeterince yararlanamadığı raporlarda belirtilmiřtir. İhtiya Haritası partnerleriyle birlikte Kahramanmarař'ta atığı iř geliřtirme merkezi ile zellikle lokal reticileri, kk iřletmeleri, kadın giriřimcileri, ve kooperatifleri desteklemeye alıřmıřtır. Sosyal pazaryeri modeli ile bu iřletmelerin rnlerini grnr kılmayı ve iřletmelerini ayakta tutmalarını saėlamayı hedeflemiřtir. Bu iřletmelerin ve reticilerin iř yerlerine aynı ve maddi desteklerde bulunmuş aynı zamanda malzeme ve ekipman desteğı saėlamıřtır. Katılımcı/yerelden tavana, sosyal dayanıřma ekonomisi modelini benimseyerek uyguladığı bu yaklařımı ile toplumsal dayanıklılığı, glenmeyi ve dayanıřmayı desteklemeye alıřmıřtır.

alıřmanın bir diğeri nemli bulgusu ise İhtiya Haritası'nın lokal, blgesel, ulusal ve uluslararası afet mdahale aktrleri arasında kpr grevini stlenip bu aktrleri zaman zaman bir araya getirerek koordinasyona destek olmasıdır. Bu toplantılar aktrlerin hizmet alanlarının tanıtılmasına yardımcı olurken; hizmetlerin tekrarlanmamasını ve etkilenen toplulukların hizmetlere uygun řekilde ynlendirilmesine destek olmuřtur. Yerel ve ulusal aktrlerle iřbirliği daha ok hizmetin etkili bir řekilde afetzedelere ulařtırılmasına katkı saėlarken; bu aktrlerin ve hizmetlerinin Avrupa Birliği kurumları tarafından fark edilmelerini ve aralarındaki iletiřimin bařlamasını saėlamıřtır. İhtiya Haritası'nın dijital altyapısı sadece kendi alıřmalarını deėil; diğeri aktrlerin alıřmalarını ve etkililiğine de arttırmıřtır.

Bir diğeri nemli bulgu ise İhtiya Haritası'nın gnlllk ve dayanıřma aėrısının sadece Trkiye ile sınırlı kalmayıp dnya genelinde yankı ve cevap bulmasıdır. Diğeri aktrlerin gnllleri brokratik engellerle karřılařırken İhtiya Haritası'nın etik deėerlere baėlı, gvenilir, řeffaf ve esnek yapısı sayesinde gnlller hızlıca organize olabilmıřtir. Aynı zamanda kooperatifin dayanıřma aėrısı uluslararası arenada da yankı bulmuş Microsoft, Birleřmiř Milletler Kalkınma Programı, Trk

Hayırseverlik Fonları (TPF) finansal, teknolojik ve eğitim, spor, çocuk ihtiyaçlarıyla ilgili destek sağlamıştır. Ayrıca bir sosyal kooperatif olarak Birleşmiş Milletler Kalkınma Programı ile birlikte iyileştirme çalışmalarının eş liderliğini yürütmesi kooperatifler ve sosyal kooperatiflerin hizmetlerinin tanınması açısından kıymetlidir.

Afetin yıkıcı etkileri ile baş edebilmek için afetzedelere psikososyal destek hizmetleri sağlanması bireysel ve toplumsal iyileşme açısından önemlidir. Alanda yeterli sayıda ve profesyonellikte psikolojik destek sağlayabilecek uzman olmaması, görüşmelerin yürütülebileceği güvenli alanların tahribi, standart psikososyal destek uygulamalarının olmaması ve bu hizmetlerin sürdürülebilirliği konusunda sorunlar yaşandığı raporlarda belirtilmiştir. Bu noktaların önemini farkında olan İhtiyaç Haritası bu hizmetleri bir adım daha ileriye götürerek bireysel danışmanlıkların yanı sıra; kültürel farklılıklara ve hassasiyetlere duyarlı, kültür, sanat ve spor faaliyetlerini ve sahadan gelen özel gün kutlamalarını da grup psikososyal destek faaliyetleri içine alarak hizmet sağlamaya devam etmiştir. Aynı zamanda bu hizmetleri psikolojik iyi olma ihtiyaçları her zaman göz önünde bulundurulmayan afet çalışanlarına ve afet gönüllülerine de açmıştır. Diğer birçok aktörün depremde etkilenen alanlardaki faaliyetleri ve hizmetleri biterken İhtiyaç Haritası psikososyal destek hizmetlerine devam etmektedir.

Çalışma sonucunda elde edilen diğer bir bulgu ise afet yönetiminin çok katmanlı ve çok aktörlü bir yapı gerektirmesidir. Türkiye’de afet stratejisi ile ilgili TAMP, UDSEP, TASİP gibi planlamalara ve çerçevelere bakıldığında afet yönetiminde rol alacak kurumların adlarının, görev ve sorumluluklarının tanımlanmışken kooperatiflerin bu planlamalara dahil edilmediği görülmektedir. Kooperatifler afet yönetiminin ana aktörlerinden değil ‘yardımcı’ pozisyonunda konumlandırılmaktadır. Başta İhtiyaç Haritası olmak üzere Türkiye’de bulunan diğer kooperatiflerin afet alanındaki çalışmaları göz önüne alınarak afet yönetiminde etkin bir aktör olarak yer alabileceği öngörülmektedir.

İhtiyaç Haritası kurduğu doğru iletişim stratejileri, yaptığı işler ve güvenilirliği sayesinde AFAD başta olmak üzere, Milli Eğitim Bakanlığı, Sağlık Bakanlığı, Aile ve Sosyal Politikalar Bakanlığı, Ticaret Bakanlığı ve Ticaret Odaları ile doğrudan ve

dolaylı işbirlikleri sayesinde birçok proje uygulamıştır. UNDP, Unicef, Un Women gibi uluslararası kuruluşlar ve Astra Zenece, Loreal Paris, Team Paribu, Zurich Sigorta, Sabancı Vakfı ise özel sektörle kurduğu iş birliklerinden bazılarıdır. İhtiyaç Haritası'nın şeffaflığı ve yaptığı işler bakanlıklar tarafından fark edilmiş ve bazı toplantılara İhtiyaç Haritası özel olarak davet edilmiştir. Bu çalışmaya katılan İhtiyaç Haritası üyeleri politika değişikliği ve yapım sürecinde iletişimin önemli olduğunu ve bu süreçte söz konusu politika değişiklikleri için bir adım olabileceğini vurgulamıştır. İhtiyaç Haritası'nın tüm faaliyetlerinin yanında sosyal sorunlara veriye dayalı çözüm arayışı ve haritalama teknolojisi sayesinde afet yönetimine yeni bir bakış açısı ekleyebileceği, kooperatiflerin ve sosyal kooperatiflerin afet yönetimine etkin ve resmi olarak katılımını sağlamada ve sosyal kooperatiflerin gelişmesinde öncü bir rol oynayabileceği düşünülmektedir.

ÖNERİLER

Çalışmanın sonucunda sosyal kooperatiflerin önündeki engellerin kaldırılarak ve gerekli teşviklerin yapılarak hizmet alanlarının çeşitlenmesi ve sosyal kooperatiflerin afet yönetimine katılması ile ilgili politika önerileri sunulmaktadır.

Sosyal kooperatifler diğer kooperatif türleriyle aynı yasalara tabii olmakla birlikte, özel olarak tanımlanmamıştır. Kooperatifleri düzenleyen mevzuatın parçalı yapısı, kooperatiflerin işleyişini zorlaştırmaktadır. Sosyal kooperatiflerin yasal statüsüne ilişkin düzenlemeler, sosyal kooperatiflerin kurulmasını ve faaliyetlerini gerçekleştirmeleri açısından önemlidir.

Faaliyetler veya projeler yoluyla toplumda sosyal kooperatifler hakkında farkındalığı arttırmak ve kooperatif konularının eğitim müfredatına dahil edilmesi dezavantajlı grupların ihtiyaçlarının karşılanmasına, iş bulmalarına ve sosyal yaşama katılmalarını sağlayabilir.

Kooperatiflerin ve özellikle sosyal kooperatiflerin ulusal ve uluslararası konsorsiyumlara katılımının teşvik edilmesi kooperatifler arasındaki işbirliğini geliştirirken; küresel sorunlara ortaklaşa çözümler bulunmasını destekleyecektir.

Kooperatiflerin ve sosyal kooperatiflerin hizmet haritalarının çıkarılması birbirlerinin faaliyetlerini tanımlarına yardımcı olurken afet durumlarında işbirliğini ve acil müdahaleyi hızlandıracaktır.

Ulusal kooperatif standartları belirlemek kooperatiflerin hizmetlerini izlemek, değerlendirmek ve hizmetlerinin sosyal etkisini yönetmek açısından faydalı olacaktır. Bu standartlar aynı zamanda kooperatiflerin hizmetlerini daha şeffaf, hesap verebilir ve güvenilir hale getirecektir.

Afet yönetim planlarının ve stratejilerinin revize edilerek kooperatiflerin ve sosyal kooperatiflerin afet yönetimine entegre edilmesi, rol ve sorumluluklarının belirlenmesi daha bütüncül ve hızlı bir afet müdahalesi yapılmasını sağlayacaktır.

Veri bilimi ve teknolojinin etkin kullanımı afet müdahale planlarında uygulamaya yönelik daha detaylı bilgiler içermesi afet yönetimi ve müdahalesinin etkililiğini ve hızını arttıracaktır.

Afetler sonrasında ekonomik kalkınma için sosyal ve dayanışma ekonomi kriterlerinin sürece dahil edilmesi ve sosyal pazaryeri modeli anlayışının benimsenmesi lokal üreticilerin ve küçük işletmelerin kalkınmasını destekleyecektir.

Türkiye’de afet sonrası iyileştirme çalışmaları, afet öncesi değil afet sonrası yapılmaktadır. 6 Şubat Depremleri’nden iki yıl geçtikten sonra Türkiye Afet Sonrası İyileştirme Planı’nın yürürlüğe girdiği göz önünde bulundurulduğunda bu planlamaların afet öncesi yapılması ve farklı alanlarda hizmet sağlayan kooperatiflerin rol ve sorumlulukları belirlenerek afete müdahale planlarına dahil edilmesi gerekmektedir. Herhangi bir afet anında hizmet gösterdikleri alanda esnek yapıları sayesinde hızlıca organize olabilen ve alandaki ihtiyaçlara hızlıca cevap verebilecek kapasitede olan kooperatiflerin sürece dahil edilmesi afet yönetiminin etkililiğini artıracaktır. Kooperatiflerin yerel tabanlı ve katılımcı yaklaşımı sayesinde sahadaki aktörler ve afetzedeler arasındaki dayanışma ve iş birliğine katılım arttırılabilir. Nitekim İhtiyaç Haritası üyeleri sahada kurulmaya çalışılan koordinasyon ve iş birliğinde paydaşlar arasında zaman zaman köprü görevi

üstlendiklerini belirtmişlerdir. Dünya genelinde ve Türkiye’de gösterdikleri hizmet alanları, kapsayıcılığı, dezavantajlı gruplara destekleri göz önüne alındığında sosyal kooperatiflerin kriz yönetiminin ayrılmaz bir parçası olduğu ve sosyal politika geliştirme konusunda etkili bir aktör olduğu düşünülmektedir.

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YAZARIN / AUTHOR

Soyadı / Surname : TURAN
Adı / Name : EZGİ
Bölümü / Department : Sosyal Politika / Social Policy

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