



Faculty of Security-Skopje

University "St. Kliment Ohridski"-Bitola
Faculty of Security-Skopje

CONTEMPORARY TRENDS IN SOCIAL CONTROL OF CRIME

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**МЕЃУНАРОДНА НАУЧНА КОНФЕРЕНЦИЈА
СОВРЕМЕНИТЕ ТРЕНДОВИ НА
ОПШТЕСТВЕНАТА
КОНТРОЛА НА КРИМИНАЛОТ**

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THE USE OF KNOWLEDGE IN NATURAL-DISASTER RELIEF MANAGEMENT

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Abstract

Natural-disaster relief management succeeds or fails on the basis of the managers' ability to gather, evaluate, and act on decentralized, informal knowledge, local needs and changing circumstances.

The author of this paper wants to present the security between theory, politics and practice from lessons learned so far with the case of the flooded area and landslide happened in Tetovo. Relief effort suggests that commercial and non-profit networks are inherently suited for grappling with the "knowledge problem", so if we are aware that disasters obtain protracted and long-lasting characteristics we should put more attention on implementation the rules of law and security challenges. The regulation is getting better and better and it is necessary to find the direction for their ongoing or cooperation in all level.

This approach is seen as multi-disciplinary process, understanding of the nature and extent and impacts of the risks a community or society is facing, which are associated with unanticipated events and the vulnerability of the exposed community.

Therefore, the author put attention on the importance of using knowledge as an integral part of security disaster management and its implementation should involve and require close collaboration among all the sectors of society, because the education of such processes is an important aspect of good governance.

The goal of a disaster management is to provide objective and transparent information for making decisions on countermeasures to reduce disaster risk.

Key words: *disaster, knowledge, security, relief management*

INTRODUCTION

It is impressive how quick some global risks and trends are emerging, shifting and changing priorities from year to year. Natural disasters, the causes and consequences dealing with them are questions that plague all countries, because nature is a global phenomenon over which humans can not establish complete control. Damages and losses from these events are tragic: many victims, budget expenses, decades-old destroyed homes, limiting the resources needed for everyday functioning. One of many solutions for

disaster management of global scale may be increasing the readiness of countries to deal with these phenomena. It is therefore necessary to find common modes and methods for efficient and effective protection and prevention of people, material goods, flora, fauna, and cultural heritage.

Hence, special attention in this paper is dedicated to summarizing and consolidation of normative acts as an imperative for prevention and disaster management. The nature of the failure is related to the occurrence of major accidents, loss and damage of the material and human resources. That is why there is a necessity for coordination of policies for prevention and disaster.

This paper also aims to show that successful prevention and management of disasters requires a multi-sectoral national and strategic approach for dealing with, not only theoretically, but also practically through simulations and joint exercises and activities. The successful practice of these strategies involves organizational design relevant institutions to act in an emergency. Therefore, there is the necessity of effective and efficient management of human and material resources for prevention and quality response for dealing with natural disasters.

The natural disaster occurs as the effect leads with material, financial, natural and human losses. The loss depends on the vulnerability of the affected population and how it prepared itself to resist disaster (some theorists call this phenomenon elasticity, but more commonly used word is resistance). Disaster turns into a disaster when you start hurting the population. Natural disasters are a serious problem, particularly for developing countries, and their dealing with natural disasters is a growing problem as opposed to developed countries because of the resources needed to prevent and deal with natural disasters. According to the German theorist Reinhardt Mechler, *natural disasters represent an extreme event caused by geophysical reasons that affect societies, and that makes them vulnerable and without sufficient capacity to cope with the aftermath of disasters, so international aid is necessary*. In The Protection and Rescue Law article 2, natural disasters are define as: earthquakes, floods, landslides, avalanches and snow drifts, ice, hail, natural uncontrolled forces threatening the environment, human life and health, material goods, animal and fauna and cultural heritage. According to UNISDR Terminology, Disaster is a serious disruption of the functioning of a community or a society involving widespread human, material, economic or environmental losses and impacts, which exceeds the ability of the affected community or society to cope using its own resources.

Flood is an overflow of water from the water basin of the rivers, lakes, seas and oceans, flooding of land or water, which normally should not be submerged. This definition is introduced in Article 1 of the Directive of dealing and managing flood risk (2007/60 / EC) of the European Union, which is defined in detail as follows: Article 1: *The flood means the temporary covering of the earth (ground) with water, which is usually dry. These include floods from rivers, lakes, seas, oceans, mountains, heavy rains, drainage systems...*¹. According to the directive, floods have the potential to cause loss of human casualties, the displacement of populations and environmental damage. It can seriously compromise and slow economic development of the local unit to which it happened. The European Union defines the flood as a natural phenomenon that can not be prevented.

¹Directive on handling and managing flood risk in the European Union (2007/60/EU), <http://eurlex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:32007L0060:EN:NO>
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However, there are certain human activities (an increase in human and economic preparedness to deal with flooding, and reduce potential flooding with proportional use of the available land area) and climate change (which will be discussed further in the text) that can contribute actively, consciously and promptly deal with a potential flood.²

1. HOW CAN WE REDUCE LOSS OF LIFE AND SUFFERING?

1.1 Legislation for disaster management in the country

The legal framework for disaster management in the country takes place on several levels. The imminent importance of the survival of the state and the population is proven in the constitutional guarantee of a state of emergency in the event of a disaster of state scale.

Article 3 of the Law on Protection and Rescue states that protection and rescue in the Republic is organized as a single system for detecting and preventing the occurrence and elimination of consequences of the occurred natural disasters and other accidents and assistance in peace, emergency and martial law. Protecting and rescuing is an associated process of planning, programming, organization, management, command, coordination, implementation, financing and monitoring of timely and effective prevention, preparation, action and removing the causes and consequences of natural disasters and other accidents.³

Paragraph 4 of Article 6 of the Protection and Rescue Law clearly defines the principle on protection and rescue in the country as follows "*municipalities are obliged to promptly organize and take preventive and operational measures.*" In Chapter IV of the same law the *responsibilities of local government units* are also defined, as well as the Council of the local self-government in paragraph 3 of Article 34 "clearing of local roads, streets and other infrastructure facilities in case of impassability of drifts of snow, ice, drifts off the ground caused by heavy rains, landslides, mudslides and other;

The key for reducing loss of life and suffering are *training and preparation for self-protection*. According to Article 48 of the Law, Citizens of the Republic have the right and duty to be trained and prepared for personal and collective protection, and to implement the prescribed measures for protection and rescue. The duty of citizens for training is accomplished through organized forms of empowerment. Preparing citizens for self-protection can be achieved by training in educational institutions and by informing the citizens.

In the United Nations' the International Strategy for Disaster Reduction (ON / ISDR) of 2006/2007, the World Campaign for Disaster Reduction dedicated to the topic of disaster reduction began at schools. This theme was chosen by ON / ISDR because it was in line with Priority 3 of the Framework for Action in Hyogo (2005-2015): the *use of knowledge and innovation in education that will build a culture of safety and resilience at all levels* and schools were the best place to implement collective values, they are best suited for building a culture of prevention.

Sendai Framework for Disaster Risk Reduction 2015-2030 adopted at the Third UN World Conference in Sendai, Japan, on March 18, 2015, is currently a topic. It is the outcome of stakeholder consultations initiated in March 2012 and inter-governmental negotiations from July 2014 to March 2015, supported by the United Nations Office for Disaster Risk

²Directive on handling and managing flood risk in the European Union (2007/60/EI), <http://eurlex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:32007L0060:EN:NOT>

³Law on Protection and Rescue of the Republic of Macedonia, Article 3 "Official Gazette of RM no. 93/12

Reduction at the request of the UN General Assembly. The Sendai Framework is the successor instrument to the Hyogo Framework for Action (HFA) 2005-2015: Building the Resilience of Nations and Communities to Disasters. The Sendai Framework is built on elements which ensure continuity with the work done by States and other stakeholders under the HFA and introduces a number of innovations as called for during the consultations and negotiations. Many commentators have identified the most significant shifts as a strong emphasis on disaster risk management as opposed to disaster management, the definition of seven global targets, the reduction of disaster risk as an expected outcome, a goal focused on preventing new risk, reducing existing risk and strengthening resilience, as well as a set of guiding principles, including primary responsibility of states to prevent and reduce disaster risk, all-of-society and all-of-State institutions engagement. In addition, the scope of disaster risk reduction has been broadened significantly to focus on both natural and manmade hazards and related environmental, technological and biological hazards and risks. Health resilience is strongly promoted throughout. The Sendai Framework also articulates the following: the need for improved understanding of disaster risk in all its dimensions of exposure, vulnerability and hazard characteristics; the strengthening of disaster risk governance, including national platforms; accountability for disaster risk management; preparedness to “Build Back Better”; recognition of stakeholders and their roles; mobilization of risk-sensitive investment to avoid the creation of new risk; resilience of health infrastructure, cultural heritage and work-places; strengthening of international cooperation and global partnership, and risk-informed donor policies and programs, including financial support and loans from international financial institutions.⁴

1.2 Using knowledge in natural-disaster relief management

Especially important component for the safety of the population in the municipalities is the degree of preparedness of residents in dealing with the effects of an emergency occurred or the extent of their preparedness for effective protection against any type risks. The municipality should and must be prepared to rely on their own possibilities for an appropriate response in an emergency situation that is defined on the basis of an expected event and expected reaction by determining the current level of threat, locally perceived need to reduce the potential risks and the level of operational and psychological preparedness for response in emergency situations caused by the strong effect of natural disasters and other accidents. In accordance with the Law on Protection and Rescue⁵, the Directorate for Protection and Rescue is committed to undertaking concrete measures, activities and procedures for the protection and rescue of people whose life is endangered as a result of natural disasters and other accidents. In addition, in order to implement the system for protection and rescue in accordance with the Regulations on content and manner of conducting the training for self-protection in educational institutions, they have an obligation to carry out training, and training exercises for protection and rescue⁶.

1.3 Two Key Objectives of Preparedness

1. Reduce or avoid possible damage of potential hazards

⁴*Sendai Framework for Disaster Risk Reduction 2015-2030, UNISDR/GE/2015 - ICLUX EN5000 1st edition*

⁵Official Gazette no. 36/04, 49/04, 86/08, 124/10 and 18/11

⁶Official Gazette no. 48/06

2. Be prepared to assist affected populations quickly and adequately

Planning to reduce disaster risk should be understood as a permanent process of acquiring moral, professional and general knowledge, skills and habits and develop skills for successful accomplishment of tasks, raising institutional capacities, as well as deployment and efficient use of resources, inclusion and active participation in disaster reduction, prevention, preparedness mitigation, acquiring basic knowledge about the sources and types of possible threats.

This enables educating the population to reduce the risk of disasters within the educational system, compatibility with international rules and norms that regulate this issue and opportunity our country to move closer to European and global trends and efforts in handling and recovery natural disaster. The National Strategy for Protection and Rescue enables system solutions making mandatory assessment of threat and plan for protection and rescue, which provides the basic theoretical and practical content protection and rescue from natural and other disasters, prevention and protection from them according to the characteristic region.⁷

Of particular importance is the training of the population with the skills and knowledge needed to identify the weaknesses and dangers of natural disasters; obtaining knowledge about the proper use of facilities and resources and ability to protect themselves and others from the impact of natural disasters; strengthening of thinking, encouraging young people, motivation to actively participate in the protection and rescue, analyzing information, identifying problems and proposing solutions capable of building a team to solve problems.

Therefore, it is not possible to eliminate the occurrence of natural disasters, however, by reducing vulnerabilities and improving the capacity of people it is possible to avoid becoming a catastrophe or to minimize the negative impact and consequences.

Adequate prevention, preparedness and response to disaster is *based on the capacity of people* and refers to the *causes of vulnerability*.

Particular importance for the system of protection and rescue is given to education and training of the population content as to protect and rescue in case of disasters.

On the national scene, there are many actors. Numerous organizations have been established at this stage, and to date they continually strive to improve communication among them, all with the purpose of joining forces to fight a problem that affects the entire scene.

Therefore, the need is greater, more effective coordination between national resources in the state to achieve effective solutions that may one day produce fulfill the stated objectives of the Law on Protection and Rescue - reducing the struggle with nature.

While we know and recognise the importance of Disaster risk reduction hazards such as floods, and landslides continue to have significant impacts on people's health around the world. There is a significant possibility that these impacts will increase as factors such as climate change and urbanisation continue apace.⁸

Disaster management in the wake of a real crisis includes several processes, including: identification of the nature of crisis intervention to reduce the damage and plan a recovery after the crisis. The focus of disaster management is often placed on the public relations, and for individuals and collectives of particular importance is the way to

⁷National Strategy for Protection and Rescue, "Official Gazette of RM no. 6/14

⁸ Lewis, C. Bagaria, J (2012) "Staying alive and well" Published by Save the Children 1 St John's Lane, London EC1M 4AR

recovery after a disaster occurred and restoring the positive image about them in public. It is proof that individuals or collectives are prepared to deal with the disaster and for a short time again to stand on his feet.

According to Donchev, disaster management marks the intensification of the means and methods needed to overcome the crisis situation by introducing radical measures to turn the tide. There are two types of disaster management: *preventive and reactive* management. When it comes to taking action to prevent crisis, then it is a preventive (anticipatory) crisis management, while when it comes to reactive crisis management, then take into account all actions taken after the occurrence of the crisis, aimed at dismissal⁹

REAL CASE - ASSESSMENT REPORT, FLOODS AND LANDSLIDES

The latest example of national natural disaster which caused damage happened in Tetovo. Strong winds and heavy rainfall in the Polog Region of the north-western Republic of Macedonia, on 3 August 2015, caused the Pena and Porojska rivers to overflow, causing flash flooding, storm damage and landslides. Due to this emergency situation, the Protection and Rescue Directorate requested, on 6 August 2015, the Emergency Response Coordination Centre to activate the Union Civil Protection Mechanism.

The European Union Civil Protection Mechanism Team was deployed on 13 August 2015 with the specific objectives, after agreement with Protection and Rescue Directorate, to assist the authorities in assessing the causes of the damage and providing recommendations to prevent the area affected from similar flooding and landslides consequences in the future. Therefore, the objective of the mission was not to carry a damage assessment for costs calculation of the damage and losses. Neither the expertise of the team nor the time frame was designed for that objective. The initial understanding of the situation was based on the material provided by Protection and Rescue Directorate and others relevant stakeholders involved in the emergency response. The information gathered for this needs assessment came from different sources and through several channels. Informal interviews were carried out with authorities and people affected by the flooding and landslides. Evidence was found during field visits to the areas affected and during an aerial assessment facilitated by Protection and Rescue Directorate on 19 August 2015. Desk research has been carried out of previous assessment reports and country profiles from pertinent institutions. Analysis of technical maps and satellite images together with measurements in the field led to the calculations that appear along the report. The triggering factor for the flooding and landslides in the Tetovo area was a heavy rainfall combined with hail. Relevant seismic events before and during the rainfall were not recorded. However, the broad area of the Municipality has complex geological and tectonic conditions that also contributed to the damage of the affected areas. With respect to these complex conditions, together with the heavy precipitation in that period, the natural discharge of water from the mountains did not always have a free flow and affected villages. Some villages in the region are built in the natural watercourses and still form a potential hazard for people living there. Natural hazards cannot be prevented, but it is possible to reduce their impacts by reducing the vulnerability of people and their livelihoods.

⁹Donchev, A. (2007) Crisis Management, Skopje: Grafos, p.125

1.4 Key findings

The flash floods and landslides killed six people, including young children. Critical infrastructure, such as roads, bridges, power supplies and drinking water was moderate to heavily affect in the area of the city of Tetovo. The watersheds of the South East slopes of the Šar Planina were responsible for almost all water discharge, which caused the flooding and slope mass movements in Tetovo area. The lack of urban planning, the geomorphological situation in the region and the heavy precipitation in a relatively short period were the main contributors to this emergency. The absence of any kind of monitoring systems for precipitation and slides in the affected area is a disadvantage to predict and prevent these kinds of emergencies. The absence of (early) warning systems makes the citizens vulnerable to the effects of landslides and flooding.

1.5 Analysis and observations

There are questions that need answers – Could hazard be decreased or prevented? What caused major damages and why torrent flood damages in Tetovo region were so high?

The flood had a devastating impact to the infrastructure and natural environment. There were losses of lives, injured people, extensive property loss and significant infrastructure damage. A summary of the latest report present 169 houses were directly flooded, of which 4 houses were destroyed and should be demolished, bridges were damaged.

From the findings and observations, recommendations were formulated in order to prevent flooding and landslides in future and to mitigate the effects in the region once they occur. Emergency management recommendations are:¹⁰***Promote disaster prevention and preparedness education to the population.*** In the particular case of flooding and landslide emergencies, sensitization and training of the population living in the affected areas should be prioritized in the following weeks in order to prevent further damage when the rainy season is coming. Establish a pragmatic warning system for flooding, conduct regular drills testing the alarm / warning systems.

Immediate action: *Education of children at school.* Topics of behavior and reaction to floods and landslides should be added to the curriculum of primary and high schools. However in the meantime, some extra lessons may be added to the current curricula until prevention and preparedness to disaster become definitely part of it. In case of a risk for flooding and landslides, the people, living in the hazardous mountain areas should be advised to leave the hazardous area at once, or to move to the upper floors of the buildings, in order to protect themselves from the devastating effects of these kinds of landslides and flooding. In order to remove people who are trapped in the affected area, for example in the upper floors of houses, or in case of blocked roads, the use of Search and Rescue (SAR) helicopters could be useful.

Sensitization of the population: In prevention against and preparedness for flood and slides (land, mud and rock), the sensitization of the population could be improved by using different communication means (for instance with posters and flyers or in radio and TV spots). Sensitization on waste management among the population and the establishment of a surveillance system can assist in avoiding the obstruction of rivers and channels.

¹⁰***Assessment Report***, Union Civil Protection Mechanism, Mission to the Republic of Macedonia, In the field of Civil Protection – Floods and Landslides, August 2015

Other useful recommendations for Hazard/riskmanagement are *preparation of hazard map of the region in cartographic scale, preparation of hazard and risk maps in cadastral scale, promoting disaster prevention and preparedness education, rising awareness of the citizen on hydrological and geological hazards.*

However, damaged structures must be restored to their original condition, location and shape as ever post disaster time can be used to improve the local community. That improvement means building a better infrastructure, which will provide citizens better connectivity to all parts of the local unit. It involves construction of collapsed buildings of social importance such as hospitals, schools, kindergartens, health centers, national libraries, theatres, etc.¹¹

Regarding that citizens only perform internal migration within a country and live in cities rather than in rural areas, the living conditions of the latter parameter attract the attention because of the poor living conditions and the growing risk of difficult dealing with the aftermath of floods, earthquakes, infections, crime, fire and transport and industrial accidents. This underlines the need for radical changes to the theories according to which the international community sees the risk because more and more funds are allocated from the budgets of states and the coffers of NGOs that work only with groups of people who belong to the group of "high poverty" in order to improve the basic living conditions of the poor population.¹²

However, experts point out that the trend of urban risk can be avoided. The trend is not destiny. But as the population is increasingly concentrated in metropolitan urban areas also become more urban and increases risk of serious accidents in dealing with such environments. More recently this has been rapidly evolving challenge to international organizations, and central and local institutions must re-examine and adapt their approach to tackling and prevention of accidents in urban areas, and this is especially true for poor countries in which endemic poverty increases the vulnerability of the population in dealing with disasters. The main reason for progress in tackling disasters states the principle of mapping regions vulnerable to disasters, analyzing their situation and improve conditions in urban and in rural areas to deal with disasters.

2. CONCLUSION

From lessons learned so far with the case of the flooded area and landslide happened in Tetovo, cooperation in all level is crucial. We should put more attention on implementation the rules of law and security challenges.

Disaster risk reduction activity is carried out by a village, community or government that helps to prepare for mitigates, to adapt or increase resilience towards the impact of disasters. Disaster risk reduction saves lives. It can reduce deaths and help minimize the impact of disasters on people's health. This paper increases our knowledge and understanding of how countries deal with disasters relief management.

Education prevents passivity facilitates changes in attitude and behavior on the culture of reducing disaster risk. It may be noted that in the entire previous development, to a certain extent and intensity, the issue of protection and rescue was present in the entire

¹¹ Briscoe(2009) *International Human Resource Management - Policies and practices for multinational enterprises*, Canada: Rotledzh p. 323

¹² International Red Cross(2010) "*Together for humanity*", Switzerland, p.34

previous development, with giving importance to this issue continuously varied according to the social and political climate and the changes in society. Governments and communities need to do much more to reduce risks and build the resilience. It must be viewed in the broader context. We must mainstream Disaster risk reduction in education policies and programmes at national and local levels, while at the same time integrating into the broader aspects. In order to achieve objectives of preparedness, we have to develop common understanding and activities in support of disaster preparedness, assess disaster preparedness capacities and mechanisms and strengthen planning and programming for preparedness. *Effective Coordination* is essential and important. Coordination is a result of actions and shared responsibility, contributes to humane, neutral and impartial assistance, management effectiveness and shared vision.

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