

THE TURKISH RED CRESCENT SOCIETY

INTERNATIONAL DISASTER RESPONSE LAW

**1999-MARMARA EARTHQUAKE
CASE STUDY**

Ankara, 2006

Introduction

1. Subject of the Case Study:

Major natural disasters sometimes exceed the capacities of national governments and result in the need for international assistance. Fast, relevant, quality and effective forwarding of assistance at the phase of emergency response, will have a positive impact on the quality of the recovery phase in the long run, as well as its short term advantages.

National disaster law and policies, regional, bilateral and international agreements, declarations and regulations regarding the disaster response law in Turkey within the framework of the 1999-Marmara Earthquake are discussed in this study. To this end, the call for international assistance, the access and operation of foreign relief organizations in the country, personnel, relief supplies and equipment, relief coordination, types of assistance and the issue of accountability regarding the assistance will be discussed after an introduction of our national disaster management system with its legal and corporate aspects. This study also includes discussions on the experiences of past international response operations, learned lessons, the determination of how legal regulations had been/could not be practically implemented, examples of successful implementations or difficulties and the functioning of the system; well and disfunctional parts of the system, all in light of the information obtained from the participant organizations in the response phase of the 1999-Marmara Earthquake.

2. Content:

This case study was prepared between February-April 2006 in Turkey for the European Forum on International Disaster Response Laws (IDRL). The European study of the IDRL is a part of a more comprehensive project carried out by the International Federation of the Red Cross and Red Crescent Societies.

3. Method¹

The case study as a whole is composed of three fundamental parts; the screening of the Turkish disaster and emergency response legislation, the workshop with the domestic and foreign institutions which were actively involved in the 1999-Marmara Earthquake disaster management efforts and the survey conducted among the institutions which were actively involved in the 1999-Marmara Earthquake disaster management efforts.

The screening of the literature is the first part of the study in which the studies on the natural disasters in Turkey, the Turkish disaster management legislation and the overall legal and corporate structure regarding the disaster management system are examined. In this context, the legislation has been thoroughly studied with a view to the international assistance as well.

The second part of the study² consists of a workshop organized with the participation of the representatives of the national and international institutions actively involved in the 1999-Marmara Earthquake disaster management efforts. The problems that these institutions faced during disaster response, how they managed to overcome these problems, and the difficulties they had in implementation were the topics of discussion in the workshop.

The final part of the study is a survey³ conducted among the national and international relief organizations which were actively involved in the 1999-Marmara Earthquake disaster management efforts, national public bodies, and the NGOs. This part of the study also discusses the problems that the responding agencies faced and the solutions proposed for these problems.

4. Remarks:

The case study has been prepared by the Turkish Red Crescent Society under the coordination of Prof. Dr. Eyüp G. İSBİR and Dr. F. Neval GENÇ.⁴

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General Information on Turkey

1.1. Social and Political Outlines

The State of the Republic of Turkey was founded in 1923. It is a democratic and secular State of law governed by Republic. The characteristics of the Republic of Turkey were identified by the 1982 Constitution as follows:

(article 1) “The State of Turkey is a Republic”,

(article 2) “The Republic of Turkey is a democratic, secular and social State of Law based on the initially stated fundamental principles, respectful to human rights, devoted to Atatürk nationalism within the frame of peace of the society, national solidarity and justice”,

(article 3) The land and nation of the State of Turkey is indispensable. Its national language is Turkish. Its national flag is the flag with a white crescent and a white star on a red background as specified by the law. Its national anthem is the “İstiklal Marşı”. Its capital city is Ankara.

(article 5) “The fundamental objectives and duties of the State are to protect the independence and the unity of the Turkish Nation, the entirety of the land, the Republic and democracy, to ensure individual and social peace and happiness, to eliminate political, economic and social constraints of fundamental personal rights and freedoms incompatible with the principles of social State of Law and justice, and to endeavor to arrange the conditions necessary for the enhancement of the moral and material values of the individual.”,

(article 6) “The sovereignty unconditionally belongs to the Nation. The Turkish Nation makes use of its sovereignty through its authorized bodies in accordance with the fundamental principles set forth by the Constitution. Use of the sovereignty may under no circumstances, be left to a person, a group, or a class. No individual or no organization may make use of a state power not specifically indicated in the Constitution.”,

(article 7) “The legislative power belongs to the Turkish Grand National Assembly on behalf of the Turkish Nation. This power may not be handed over.”,

(article 8) “The executive power and duty is held and enforced by the President of the Republic and the Cabinet in accordance with the Constitution and laws.”,

(article 9) “The judicial power is enforced by independent courts on behalf of the Turkish Nation.”,

The results of the census for the year 2000 state that the total population of the country is 67, 803,927. The relatively young population of the country is increasing. The population of Turkey as of the year 2005 is 72 million. The majority of the population inhabit major cities such as İstanbul, Ankara, İzmir, Bursa and Adana.

As for its geographical characteristics, the country is located in the northern hemisphere, as a peninsula between two continents, Asia and Europe, covering an area of 814. 578 km² with a coastal line of 8.272 km².

1.2. Disasters in Turkey

Due to its geographical and geological characteristics, Turkey frequently experiences devastating natural disasters that cause much loss both in terms of life and property (Çakmak, 2001: 21; Pehlivanlı and Ataman, 1977; Keleş, 2002). The number of people who have died as a result of natural disasters in Turkey over the last 70 years is 100.000, the number of damaged premises is 600.000⁵ and premises negatively affected by natural disasters for various reasons is approximately 500.000. On average, 1.000 people die in earthquakes, 2.100 are injured, and 7.000 buildings are damaged every year (Keleş, 2002: 639; Erdik, 1999: 55; Kiper, 2001: 3).

The frequently experienced natural disasters in Turkey are primarily earthquakes, secondly floods, landslides, rock falls and avalanches. With respect to the damages the ratio for earthquakes are 66 %, 15% for floods, 10%, for landslides, 7% for rock falls, and 2% for meteorological incidents. Floods are the second most common natural disasters in Turkey that cause major material losses⁶. Apart from meteorological incidents, the extent of the damage caused by floods increase due to the misuse of land, deforestation, settlements on stream banks, hillsides and riverbeds etc. all depending on geographical and human factors (Şahin and Sipahioğlu, 2002: 133; Ergünay, 1999b). One of the common disasters, especially in mountainous and snowy regions of Turkey, that cause serious damage in urban areas and on motorways; are avalanches (Tunçel, 1990: 54). The records of 1950-2002, show that 977 people have died in avalanches so far. Another common disaster in our country is that of the landslide. 80% of the country is formed of slopes and steep terrains which are ideal for landslides (Şahin ve Sipahioğlu, 2002: 103) 1.097 of the urban settlements suffered from landslides and 32.000 buildings were badly damaged according to the records of 1960-1975 (Ataman and Tabban, 1977: 25), 236 people died in landslides in Turkey between 1970-1995 (Öztürk, 2002: 43). There are also a considerable number of rock falls in Turkey⁷, which compose serious threats especially in steep terrains, besides earthquakes.

Earthquakes are the most frequent and devastating of natural disasters in Turkey in comparison with others (Erdik, 1999: 55; Erten and the others, 2003: 334). The average annual loss caused by earthquakes alone constitutes 0,8% of the national income, while the ratio of the other natural disasters is 0,2%, according to the records and statistical figures of the last 70 years (Erdik, 1999: 55). Considering the building damages due to natural disasters in Turkey over the last 60 years, 62% of the total loss has been caused by earthquakes (TBMM, 1999; Ergünay, 2001: 2; Güngör, 1984: 61).

Due to its geographical location, a major part of Turkey is located in the earthquake zone and most of its population are inhabited in these areas (Geray, 1977a: 112; Keleş, 2002). 44% of the total population of Turkey live in the first degree earthquake zone, 26% in second degree, 15% in third degree, 13% in fourth degree, and 2% in fifth degree, according to the data obtained from the census for the year 1990 (Özmen ve Güler, 1997: 7). All these data indicate

⁵ A total of 3.218 of the inhabited areas in Turkey were exposed to various natural disasters which resulted in 141.130 buildings being badly damaged, the death of 8.000 people and the injury of nearly 10.000 people according to the records of 1960-1975 alone (Ataman and Tabban, 1977: 26).

⁶ Legal regulations were made following the consecutive flood disasters in 1941, 1942 and 1943 and the "Preventive Law Against Overflows and Floods" indicating the measures against floods and locality selection principles, was issued in 1943 (Özcan, 2001: 42).

⁷ 14.291 buildings were damaged in 333 inhabited areas during 1960-1975 (Ataman and Tabban, 1977: 25).

that 98% of the population live with the threat of an earthquake. (Table 1). 95% of the land of the two most developed regions, Marmara and Aegean Regions, are located in first degree earthquake zone.

**Table 1: Earthquake Zones
and the Number of Provinces Therein**

Earthquake Areas	Number of Provinces
1st Degree	35
2nd Degree	22
3rd Degree	13
4th Degree	9
5th Degree	2
TOTAL	81

Source: <http://www.cedgm.gov.tr/cevreatlasi/afetler.pdf> (24.3.06)

Anatolia, throughout its history, has experienced countless earthquakes due to its geographical characteristics. Many cities were ruined by the earthquakes and rebuilt on the same, or different locations. İstanbul⁸, for instance, which was rebuilt after major earthquakes, is now the largest and the most crowded city in Turkey which is also located in first degree earthquake zone.

The major earthquakes that Turkey faced during the 20th century are; the 1939-Erzincan, 1967-Adapazarı, 1971-Bingöl, 1976-Denizli, 1992-Erzincan, 1995-Dinar⁹, 1998-Ceyhan¹⁰ and 1999-Marmara and Düzce Earthquakes (Erdik, 1995: 115). In correlation with the urbanization rate and the increase in urban population, it is possible to conclude that earthquakes have caused more damage in urban areas over the recent years. 65.882 people died in earthquakes during the last 99 years (TBMM, 1999). Some of the major earthquakes that happened during this period are listed below by their magnitudes and the losses they caused:

Table 2: Major Earthquakes in Turkey

LOCATION	DATE	MAGNITUDE	DEAD	INJURED
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⁸ The known fact is that many earthquakes took place in the city in 1557, 1648, 1659, 1690, 1719, 1752, 1754, 1766, 1790, 1809, 1837, 1841, 1855 (Ürekli, 1998: 48), and that the ones with the largest magnitudes among them are the ones that happened in 1509, 1754 and 1766 (Ambraseys and Jackson, 2000: 145).

⁹ There are major earthquakes in the region's history; 18 destructive earthquakes with magnitudes ranging between 5-10 took place in 88 B.C. and in 1875 A.C. in Dinar and its environs. 1.300 died in the 1875 earthquake (Demirtaş and the others, 1994: 10). Dinar was also affected by the earthquakes in nearby Burdur. Records indicate the death of 300 people and the serious damage of 6.000 houses in Dinar in 1914 Burdur Earthquake (Kara, 1994: 48).

¹⁰ Major destructive earthquakes in Adana region are; the 1268 major earthquake in which 60.000 people died, and the 1945-Ceyhan, 1947- Bay of Mersin, 1951- Bay of Iskenderun, 1952-Ceyhan, 1979-Kozan earthquakes during the 20th century (Kalafat, 2000: 21).

MALAZGİRT	24.04.1903	6.7	2626	-
MÜREFTE	09.08.1912	7.3	216	466
AFYON-BOLVADİN	04.10.1914	5.1	400	-
ÇAYKARA	13.05.1924	5.3	50	-
PASINLER	13.09.1924	6.9	310	-
FİNİKE	18.03.1926	6.9	27	-
KARS	22.10.1926	5.7	355	-
İZMİR-TORBALI	31.03.1928	7.0	50	-
SİVAS-SUŞEHRİ	18.05.1929	6.1	64	-
HAKKARİ SINIRI	06.05.1930	7.2	2514	-
DENİZLİ-ÇİVRİL	19.07.1933	5.7	20	-
DİĞOR	01.05.1935	6.2	200	-
KIRŞEHİR	19.04.1938	6.6	149	-
İZMİR-DİKİLİ	22.09.1939	7.1	60	-
TERCAN	21.11.1939	5.9	43	-
ERZİNCAN	26.12.1939	7.9	32962	-
NİĞDE	10.01.1940	5.0	58	-
KAYSERİ-DEVELİ	20.02.1940	6.7	37	20
YOZGAT	13.04.1940	5.6	20	-
VAN-ERCİŞ	10.09.1941	5.9	194	-
ERZİNCAN	12.11.1941	5.9	15	-
ÇORUM	11.12.1942	5.9	25	-
NİKSAR-ERBAA	20.12.1942	7.0	3000	-
ADAPAZARI-HENDEK	20.06.1943	6.6	336	-
TOSYA-LADİK	26.11.1943	7.2	2824	-
BOLU-GEREDE	01.02.1944	7.2	3959	-
MUDURNU	05.04.1944	5.6	30	-
GEDİZ-UŞAK	25.06.1944	6.2	21	-
AYVALIK-EDREMIT	06.10.1944	7.0	27	-
VARTO-HINIS	31.05.1946	5.7	839	349
KARLIOVA	17.08.1949	7.0	450	-
KIĞI	04.02.1950	4.6	20	-
KURŞUNLU	13.08.1951	6.9	52	208
HASANKALE	03.01.1952	5.8	133	-
YENİCE-GÖNEN	18.03.1953	7.4	265	366
AYDIN-SÖKE	16.07.1955	7.0	23	-
FETHİYE	25.04.1957	7.1	67	-
BOLU-ABANT	26.05.1957	7.1	52	100
HINIS	25.10.1959	5.0	18	-

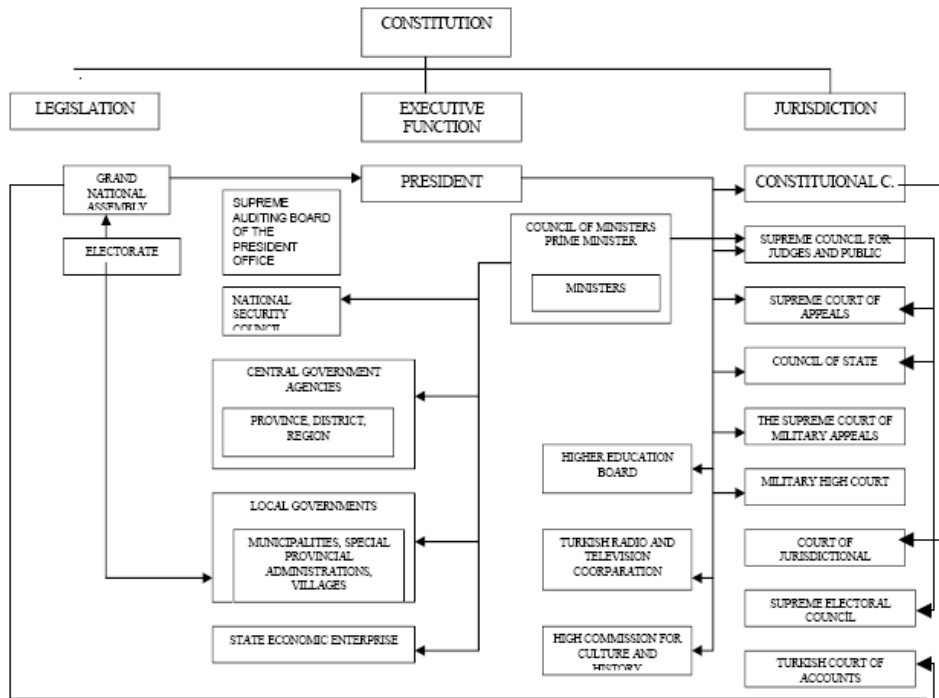
MANYAS	06.10.1964	7.0	23	130
DENİZLİ-HONAZ	13.06.1965	5.7	14	217
VARTO	07.03.1966	5.6	14	75
VARTO	19.08.1966	6.9	2394	1489
ADAPAZARI	22.07.1967	7.2	89	235
PÜLÜMÜR	26.07.1967	6.2	97	268
BARTIN	03.09.1968	6.5	29	231
ALAŞEHİR	28.03.1969	6.6	41	186
GEDİZ	28.03.1970	7.2	1086	1260
BURDUR	12.05.1971	6.2	57	150
BİNGÖL	22.05.1971	6.7	878	700
LİCE	06.09.1975	6.9	2385	3339
ÇALDIRAN-MURADIYE	24.11.1976	7.2	3840	497
ERZURUM	30.10.1983	6.8	1155	1142
ERZİNCAN	13.03.1992	6.8	653	3850
DİNAR	01.10.1995	6.0	96	240
ADANA-CEYHAN	27.06.1998	6.3	145	1041
KOCAELİ	17.08.1999	7.4	17127	43953
BOLU-DÜZCE	12.11.1999	7.2	845	4948
BİNGÖL	1.5.2003	6.4	176	520
ERZURUM-ÇAT	25.3.2004	5.1	9	20
AĞRI-DOĞUBEYAZIT	2.7.2004	5.1	18	32

Quotation from <http://www.belgenet.com/deprem/depremt.html> (15.3.2006)

1.3. Governmental System of the Republic of Turkey:

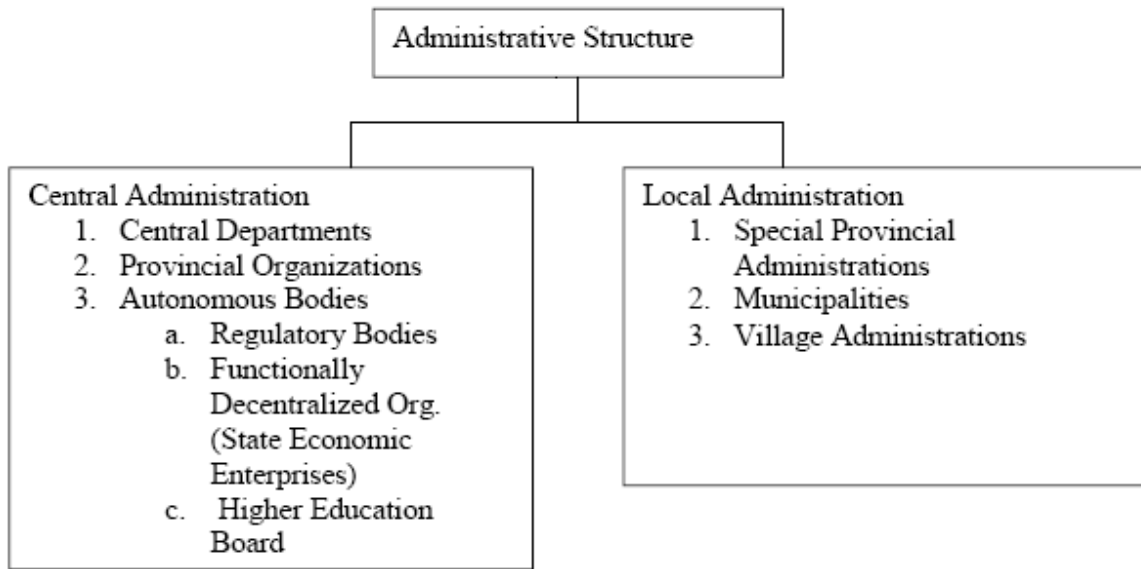
The Turkish governmental system derives its fundamental political and legal principles from the 1982 Constitution. The Constitution outlines the fundamental principles of the Republic, which are; separation of powers (legislative, executive and judicial powers), secularity, rule of law, the State of constitutional government/law. Administration is a part of execution within the Turkish governmental system according to the Constitution. As it is separate from them, it functions in coordination with legislative and judicial powers. Constitutional provisions are the binding fundamental legal rules for legislative, executive and judicial bodies, administrative authorities, and other institutions and persons. Codes can not be contrary to the Constitution.

The legislative power belongs to the Turkish Grand National Assembly on behalf of the Turkish Nation, according to the Constitution. This power can not be handed over. The executive power and duty is held and enforced by the President of the Republic and the Cabinet in accordance with the Constitution and laws. The judicial power is enforced by independent courts on behalf of the Turkish Nation.

Table 3: Key Bodies of the Public Administration System in Turkey

The capital city of the Republic of Turkey is Ankara. The country is composed of 7 geographical regions with 81 administrative provinces. The Turkish administrative system is formed of central and local administrations:

Table 4: Public Administration System in Turkey



Central administration forms both the structural and functional basis, of the administrative structure. It is constituted of the Prime Ministry, the Cabinet and the Ministries. The Ministries are based in Ankara with affiliated units and provincial organizations in provinces and counties.

Local administrations are divided into 3 administrative sections; special provincial administrations, municipalities, and villages. There are 81 special provincial administrations thier provincial councils are elected, while its administrators (governors) are appointed by the central administration. The duty of the special provincial administrations is to render public services wherever necessary. As a unitary State, Turkey is composed of 81 administrative provinces with nearly 35.000 villages and 3.215 municipalities of which 16 are metropolitan municipalities.

2. Codes and Policies Regarding Disaster Management

2.1. International, Regional and Bilateral Instruments

The international legal regulations, to which either Turkey abides by, or is a party to, etc. are as follows:

Table 5:

1	Agreement on the Simplification and Harmonization of the Customs Legislation (1973) (The Kyoto Protocol), Special annex F.5	Party Reservation on the annexes A.1, A.2, A.3, B.1, E.3 and F.5 of this Agreement (Announcement Date of the Decree of Approval in the Official Gazette: 22.04.1995)
2	Revised Agreement on the Simplification and Harmonization of the Customs Legislation (1999) Special annex J, Chapter 5	Party
3	Customs Agreement on the A.T.A. Certificate Concerning the Temporary Admission of Goods (1961)	Party (Date of Decree of Approval: 4/22/1974)

	(A.T.A. Agreement)	
4	Agreement on the Temporary Admission of Goods (İstanbul Agreement) 1990-Annex B9 Concerning Aid Supplies	
5	Tampere Convention on Communication Authorization for Mitigation of Disaster Impacts and Relief Operations	Not signed /Not a party to this Convention
6	International Relief Acceleration Measures 23rd International Red Cross Red Crescent Conference Resolutions (1977) and UN General Assembly A/RES/32/56 (1977)	Abided
7	United Nations Emergency Humanitarian Relief Guiding Principles (Resolution of the UN General Assembly, A/RES/46/182 (1991))	Abided
8	Declaration of Principles on International Humanitarian Relief for Civil Societies in the Event of Disasters (21th International Red Cross Red Crescent Conference Resolution (1969))	
9	Strengthening the Effectiveness and Coordination of International Urban Search and Rescue Assistance (UN General Assembly Resolution A/RES/57/150 (2003))	Abided
10	The SPHERE Project: Humanitarian Charter and Minimum Standards in Disaster Response (revised 2000 & 2004)	Participated. Conducted by the Ministry of Health¹¹
11	Customs Agreement Model for Disaster Response (World Customs Organization and Office for the Coordination of Humanitarian Affairs (OCHA) , 1996)	Not signed / Not a party to this Agreement
12	International Guide for Humanitarian Relief Operations (Max Planc Institute)	
13	International Red Cross Red Crescent Disaster Relief Movement and Code of Conduct for NGOs and its Annexes (1994)	Party (terms of reference, not legally binding)-arbitrary

¹¹ The general purpose of the SPHERE Project (Humanitarian Charter and Minimum Standards in Disaster Response) is to strengthen the effectiveness of humanitarian relief and to extend the scopes of the responsibility of humanitarian relief organizations. It is based on two fundamental principles; to take all necessary steps in order to alleviate the suffering caused by conflicts and disasters; and to convey necessary assistance to disaster victims since they have the right to live their life in dignity. The basic standards set in this initiative are; water sanitation and hygiene, nutrition, food aid, accommodation, settlement planning, and healthcare services.

14	Model Rules for Disaster Relief Operations (UNITAR, 1982)	(UN resolution)
15	Draft Model Agreement on Humanitarian Relief Activities (International Law Association, 1982)	
16	Recommendation of the Customs Co-operation Council to Expedite the Forwarding of Relief Goods in the Event of Disasters (T2-423, 1970))	(not binding, recommendatory) Arbitrary
17	Open Partial Agreement on the Prevention of Major Natural and Technological Disasters, Counter Measures and Organization of Forwarding of Disaster Relief Consignments (Strasbourg, 20.03.1987)	Party Announcement Date of the Decree of Approval in the Official Gazette: 18.12.1987

Bilateral Agreements:

1. The Agreement between the Government the Republic of Turkey and International Red Cross and Red Crescent Societies on the Status of the International Federation and its Representation in Turkey
2. Law no.: 5314 (2005) Concerning the Acknowledgement of the Approval of the Protocol for Scientific and Technical Cooperation of the Governments of the Republic of Turkey and the Republic of Lebanon on Public Works and the Mitigation of the Damages of Natural Disasters.¹²

2.2. National Disaster Management System and its Legal Instruments

2.2.1. Disasters in the Five-Year Development Plan

Five-year development plans have been regularly prepared in Turkey since 1963, most of which contain regulations regarding natural disasters. Nearly 2.500 people died in various disasters¹³ during the first five-year development plan (1963-1967), and 2100¹⁴ people died during the second plan (1968-1972). Despite all these casualties, in these two plans there were no provisions regarding disasters. The word “disaster” was stated only in housing policies during the third five-year plan (1973-1977), while 6.240 people died in earthquakes¹⁵ during this period. The fact that disaster damages can only be mitigated by preventive measures that must be taken before disasters, and that settlements and buildings must be inspected, was mentioned for the first time during the term of the fourth five-year development plan (1979-1983). The fifth five-year development plan (1985-1989) contained housing regulations with regard to disasters that might occur in villages. More attention was paid to policies about natural disasters compared to previous periods during the sixth five-year development plan (1990-1994). The plan set out that a new system for the inspection of constructions should be

¹² <http://www.basarmevzuat.com/dustur/ma/5/lubnan.htm> (24.3.06)

¹³ 1964-Manyas, 1966-Varto, 1967-Adapazarı earthquakes.

¹⁴ 1968-Amasra-Bartın, 1969-Alaşehir, 1970-Gediz, 1971-Burdur and Bingöl earthquakes.

¹⁵ 1975-Lice, 1976-Denizli and Çaldıran earthquakes, 1977-Palu earthquake.

developed, and underlined that the use of materials that do not comply with standards should be avoided, and prefabricated housing should be encouraged.

The seventh five-year development plan (1996-2000) states that the legislation concerning disasters would be updated, works would be carried out for the prevention of natural disasters and the damages they cause and that counter measures would be taken. Earthquakes became one of the predominant issues of the implementation program of the development plan for the year 2000 as a result of the earthquake that occurred during the last year of the plan. The plan¹⁶ discusses the efforts to mitigate the impacts of natural disasters more comprehensively, and develops more realistic approaches to disaster problems and the policies to be implemented, compared to the other plans.

The Natural Disasters Specialization Commission was established, and Zoning, Municipality and Special Provincial Administration Codes were amended following the major earthquake during the eighth five-year development plan (2001-2005). The plan recognized the importance of local response to disasters and the necessity to strengthen local administrations. The final decision was to build 120 “civil defense search and rescue units” in 11 provinces, and to place 10-20 units under the authority of civil bodies. On the other hand, within the framework of social security assistance, legal regulations were made to eliminate the financial difficulties of public and private persons and institutions.¹⁷ Legal regulations concerning the taxes which Municipalities and Special Provincial Administrations failed to collect, craftsmen and artisans, farmers, residence owners and public sector employees were made (DPT, 1999: 17).

2.2.2. Legal and Corporate Aspects of Disaster Management

The foundation of the Disaster Management System in Turkey dates back to the major earthquake of 1939 in Erzincan. The system has been improved by various legal and corporate regulations since then. Regulations after the 1999-Marmara Earthquake also play an important role in this process of development and restructuring.

2.2.2.1. Corporate and Legal Aspects of Disaster Management in Turkey until the 1999-Marmara Earthquake:

The development of Disaster Management System in Turkey may be assessed in light of changes. Thus, until the 40's, the predominant concept of disasters in Turkey could be summed up as the post-disaster improvements and the provision of the needs such as shelter, food, during this stage. The majority of these activities were carried out by the Turkish Red Crescent.

After the 40's, however, the approach to disaster management partially changed with the idea that the damages caused by earthquakes could be mitigated not only by the improvement

¹⁶ A “Research Center for the Mitigation of Earthquake Damages” was set up within the Ministry of Public Works and Settlement during the period of this plan with the support of Japan International Cooperation Agency (JICA); a new earthquake threat map was prepared in 1996 by the Ministry of Public Works and Settlement, the UNDP project for the “Improvement of Disaster Management System” was initiated in 1997 and a new regulation of the Ministry of Public Works and Settlement concerning earthquakes and aiming to ensure the contemporary construction safety against earthquakes became effective as of 1998. Civil defense units composed of 26 professional staff in İstanbul and 34 in Erzurum were constituted by the General Directorate of Civil Defense during this period in İstanbul. Furthermore, relevant regulations for the establishment of a new system for the inspection of constructions were included in the amendments in Code 3194 regarding Zoning, that will increase the strength of constructions against disasters. Alongside this, disaster legislation, a draft project providing various improvements and new regulations in disasters legislation were prepared.

¹⁷ Please see Annex 6 & 7 for the articles of the law and all decree laws.

efforts after the earthquake but also by certain regulations prior to the earthquake gradually began to prevail.¹⁸

Many codes about disasters were issued during the times of the Republic and compiled by Code No. 7269 “Measures and Assistance Regarding Disasters Affecting Public Life” issued in 1959¹⁹. Additional regulations were made to the already existing system after the 1999-Marmara Earthquake (see Annex 6).

While the disaster management developments in Turkey were carried out as mentioned above, the legal regulations composed of Articles 119, 120, 121 and 122 of the 1982 Constitution, and laws, rules, regulations, etc. especially concerning disasters were formulated (See Annex 5). Several significant legal regulations will be mentioned below.

- **Code No. 3773 Regarding the Assistance for the Victims of Erzincan Earthquake and for the Areas Affected by Erzincan Earthquake (1940)**

This is the first code issued during the time of the Republic directly concerning disasters. Financial relief was envisaged for earthquake victims for the first time by this Code, all taxes of taxpayers resident in the areas affected by earthquakes became void, fundamental principles regarding free-of-charge land allocation and construction material aid for those whose houses were completely destroyed or became impossible to reside in were brought forth.

- **Code No. 4623 Regarding Measures to be Taken Before and After Earthquakes (1944)**

The Code aims to ensure the safety of life and property of citizens in event of the threat of an earthquake and to build a well-functioning rescue, relief and temporary shelter system. Measures such as the determination of the regions threatened by earthquakes, certain special sanctions for constructions in these regions, ready-to-implement relief and rescue programs in provinces and counties for emergency situations, municipalities authorizing new development areas upon the requirement of geological studies in advance were made compulsory by the law. With this regulation, for the first time central administrations began to undertake certain duties before earthquakes.

- **Civil Defense Code No. 7126 (1958)**

Organization, duties and responsibilities are specified by the law which became effective in 1958 in cases of emergency situations such as hostile attacks, natural disasters and major fires.

- **Code No. 7269 “Concerning Measures and Assistance Regarding Disasters Affecting Public Life” (1959)**

Currently effective with various amendments, the law compiles all laws regarding disasters issued during times of the Republic, regulating necessary activities before, during and after disasters. The most outstanding characteristic of the law that distinguishes it from

¹⁸ The traces of such a change in mentality can be observed in “Code No.4623 concerning Measures to be Taken Before and After Earthquakes” (22.8.1943) stating that the damage caused by earthquakes could be mitigated by certain regulations before earthquakes and listing the activities that central and local administrations should execute to be prepared for earthquakes; and in the preparation of the first map indicating the earthquake zones in 1945, and of the construction regulation for earthquake zones.

¹⁹ General Directorate of Disaster Affairs (1965) and Institute for Seismical Studies (1971) was founded based on the law. A new earthquake map was prepared in 1972.

the others is that it comprises other types of disasters such as floods, landslides, rock falls and fires. On the other hand, for the first time the law foresaw the formation of a disaster fund separate from the overall budget. The law also includes issues of assistance and measures that must be taken in places where public and privately owned buildings are so damaged in earthquakes, floods, landslides, rock falls, etc. that it affects everyday life. Measures that must be taken before and after earthquakes, types of assistance after earthquakes and formation of the required resources for these activities are also set forth.

The decision whether the disaster affects everyday life or not is taken in light of the opinions of the Ministry of Internal Affairs and the Ministry of Finance and within the ambit of a regulation to be developed by the Ministry of Public Works and Settlement.

The law reads; (Article 1) "In case of a disaster the governor of the region where the earthquake took place is authorized to take the emergency measures pursuant to this law.", (Article 4) "A regulation comprising the fundamental principles regarding emergency aid organization and programs shall be prepared by the Ministries of Internal Affairs, Public Works and Settlement, Health, and Agriculture, the duties and the persons in charge for the execution of activities such as post-disaster rescue, medical treatment, shelter, burial, extinguishing, removal of ruins, and provision of the basic needs of victims are specified, and a program spotting gathering points shall be regulated by provinces and the required means shall be prepared for usage within the framework of these fundamental principles. Implementation of these programs shall be ensured through the rescue and aid committees constituted by provinces." These efforts shall be jointly carried out in case of the presence of the civil defense organization. Upon disaster, governors and officials charged with governing districts are authorized to call all males between the ages of 18-65 for duty, seize, purchase due to emergency or lease any living, non-living, official and private vehicle of which charge, lease value, price payable subsequently."

(Article 9) "In case of disasters mentioned in this Code, rescue and relief teams, all required machinery, supplies, equipment, food, articles and clothing and shelter sent to these regions by administrative authorities and relevant bodies in order to forward the initial relief shall be transferred to the disaster locations by any type of land, sea and air vehicle whereas the service charges will be paid later."

- **Decree Regarding the Organization and Duties of the Ministry of Public Works and Settlement (1983)**

Fundamental principles regarding the establishment, organization and duties of the Ministry of Public Works and Settlement are set forth by this decree effective as of 1983. Seismic research, disaster implementation services, main service units of the Ministry (General Directorate of Disaster Affairs, General Directorate for Technical Research and Implementation, General Directorate for Constructive Works) and their duties are identified by this decree within the framework of emergency situations.

- **Emergency State Law No. 2935 (1983)**

The code lays down the provisions to be implemented where there is a need for a declaration of a state of emergency in cases of serious disturbances of public order by epidemics, serious economic recessions, and comprehensive terrorist acts in order to distort the democratic order established by the Constitution and to eliminate fundamental rights and freedoms.

- **Regulation No. 12777 Emergency Relief Organization and Planning Principles Regarding Disasters (1988)**

This regulation indicates the establishment of central and provincial organizations and the fundamental principles of the plans with regard to emergency management. The aim of this regulation is to regulate the establishment and duties of emergency relief organizations in order to transfer the initial relief to the disaster region and the victims in the fastest way in case of disaster, by planning all the means of the State before the disasters. In this context, this regulation specifies the duties and cooperation of the governors, officials, Ministry, affiliates and relevant institutions, military organizations who/which take part in the management of emergency services and emergency relief plans of the Red Crescent.

Besides these general regulations, there are also codes regarding the role of various bodies in case of disasters.²⁰ The corporate structure of the Disaster Management System in Turkey derives its legal basis from Code No. 7269. Therefore, there are institutions at both central and local administration levels, having different responsibilities in disaster management. Legal documents regulating duties and responsibilities of various ministries, public bodies, etc. also include regulations regarding disasters. This phase of the study discusses several key bodies and as well as the milestones of disaster management system in Turkey.

Table: 6 Bodies and Organizations Involved in Disaster Management

Temporary Central Organizations Acting After Disaster

- Prime Ministry Crisis Management Center
- Natural Disasters Coordination Council
- Central Coordination Council
- Prime Ministry Emergency State Coordination Council

Key Bodies and Organizations in Charge with Disaster Management

- Ministry of Public Works and Settlement
- General Directorate of Disaster Affairs
- General Directorate for Constructive Works
- General Directorate for Technical Research and Implementation
- Bank of Provinces
- General Directorate of Highways
- General Directorate of Civil Defense
- Red Crescent General Directorate
- Fund for the Encouragement of Social Assistance and Solidarity

Temporary Organizations Constituted After the Marmara Earthquake

- Disaster Area Coordination Office
- Marmara Region Disaster Construction General Coordination Office
- The Scientific and Technological Research Council of Turkey (TÜBİTAK)

Source: S. E. Akdağ (2002)

²⁰ “Procedures and Principles Concerning the Management of Donations from Abroad Countries Due to Natural Disasters” Customs Law No.: 4458 / paragraph 12 of article 167 regulating exemption from customs taxes and exceptions.

http://www.gumruk.gov.tr/content.aspx?cT=3&cId=b_afet (1.3.06)

The Central Disaster Coordination Council, which is formed by the undersecretaries of the relevant Ministries and the representatives of the Turkish Armed Forces and Turkish Red Crescent Society, is the key body at central level. Its primary duties are to implement the instructions of the Prime Ministry, keep the Prime Ministry informed, meet the needs according to the information provided by the governors of disaster areas and by other sources, provide assistance in addressing the issues and coordinate national and international relief.

The duties of the Prime Ministry with regard to disasters, are to instruct the Central Disaster Coordination Council, provide solutions to the issues that the Council fails to resolve, urgently authorize quota-free import of the disaster relief materials needed in the disaster area, set principles concerning the regulations related to these issues and then inform the relevant institutions, take necessary measures for forwarding and supplying of fuel to the region, and ensure the accommodation of victims in hostels and social facilities of foundations.

Regulation No. 8716 (1997) of the Prime Ministry Crisis Management Center regulates the organization, proceedings, operating methods, duties and responsibilities of the Prime Ministry Crisis Management Center which will take action in case of crisis. The administrative structure of the Center is composed of the Regional Crisis Management Center and Crisis Center. The primary duties of the Center, are to prevent situations that will cause crisis and to manage the activities required to eradicate them. It is also responsible for making sure that the crisis will be dealt with minimum casualties by ensuring the coordination, cooperation and effectiveness between the General Staff, the relevant ministries, organizations and institutions in the execution of services and activities.

In accordance with Code No. 7296, the Ministry of Public Works and Settlement is responsible for a major part of the steps that must be taken before and after disasters, and for the coordination of these steps. The Ministry has three main units within its organization regarding disasters; a) General Directorate of Disaster Affairs, b) General Directorate for Construction Works, and c) General Directorate for Technical Research. The duty of the Ministry, which was established on 1958, is to take necessary measures before and after disasters as stated in its Establishment Code numbered 7116. The Ministry is also responsible for both the research and planning of the activities before disasters and for the implementation of these plans, the conducting of first aid and rescue operations, the determination and prevention of the casualties, and meeting the needs of temporary and permanent shelter after disaster, pursuant to Act numbered 7269 (Şengezer ve Kansu, 2001: 149). Therefore, a major part of the decisions regarding the reconstruction process before and after disasters is under the responsibility of the Ministry. The primary relevant units within the Ministry are General Directorate of Disaster Affairs, General Directorate for Constructive Works, and General Directorate for Technical Research.

The primary duties of General Directorate of Disaster Affairs are to implement and coordinate emergency relief in case of disasters, take and implement temporary measures that will ensure short and long term shelter in the disaster areas, do whatever necessary for the forwarding of appropriate services to these areas, provide coordination between the relevant ministries, institutions and organizations, make arrangements for the preparations of development and temporary shelter in disaster areas or the areas under disaster threat, determine areas under disaster threat, take preventive measures, specify and implement the fundamental principles which will ensure minimum life and property loss in areas under disaster threat together with the relevant ministry and institutions.

General Directorate of Civil Defense within the Ministry of Interior organizes nationwide civil defense services, plans, implements, coordinates and inspects these services in public

and private bodies, plans and executes all kinds of unarmed preventative and rescue measures, first aid activities, specifies the preventative measures against fires, the standards of the fire departments, and trains, inspects and coordinates the personnel.

The Red Crescent is responsible for providing shelter and meeting all vital needs during the emergency response phase of crisis management. It provides disaster response services expediently from its headquarters and ensures rapid relief such as tents, blankets, food, clothing to the disaster area, receives and stocks national and international relief materials and distributes them to the locations designated by its committee and sends medical teams, equipment, etc. to wherever necessary.

Organizations that are responsible for disaster management at local levels are Regional Crisis Centers, Provincial and County Crisis Centers, Provincial and County Rescue and Aid Committees, and Provincial and County Civil Defense Directorates. Regional Crisis Centers supervise the implementations in the region as the representative unit of the Prime Ministry Crisis Management Center in the crisis region, and ensures the coordinations between its units. Provincial / County Crisis Centers are established under the presidency of the highest level civilian authority of the crisis region. Provincial and County Rescue and Relief Committees, plan and implement emergency relief activities in the province/county, carry out training and drill programs, set the principles of assistance and the working and gathering methods of service groups and cooperate with organizations in charge.

2.2.2.2. Legal and Corporate Aspects of Disaster Management After the 1999-Marmara Earthquake:

Legal²¹ and corporate regulations were issued after the 1999 Earthquake for the elimination of the inefficiencies of the existing disaster management system, and for the improvement of the disaster management system due to newly emerged requirements. Some of the regulations issued successive to the 1999-Marmara Earthquake and that stand in the forefront among others, will now be discussed under this heading.

Among the legal regulations after the earthquake, one of the most outstanding one is the Code No. 4708 Regarding Construction Inspection (2001) which came into force successive to the issuing of Decree No. 595 Regarding Construction Inspection (2000).

The code aims to supply project and construction inspection for the constructions to ensure accordance with the development plans, scientific, artistic and sanitary regulations and overall standards, and regulate the fundamental principles of construction inspection in order to provide safety of life and property.

The code comprises the inspection of the buildings that will be constructed within and outside the contiguous areas of municipalities, except for public buildings and facilities, and those which are not subject to license, as specified by Zoning Code No. 3194. Accordingly, it was decided to initially implement the Code in the pilot provinces.²² Any inspection, falling within the scope of this Code, shall be carried out by the corporate construction inspection institutions that are subject to the permission of the ministry and are active in the field of construction inspection (Construction Inspection Legislation, 2001:7). The duties of these institutions can be summarised as checking the appropriateness of the technical reports of buildings from its project phase, and checking and ensuring that the construction of buildings comply with the determined standards, and presenting opinion to the relevant unit.

²¹ Please see Annex 6 & 7 for the rest of these legal regulations.

²² These provinces are; Adana, Ankara, Antalya, Aydın, Balıkesir, Bolu, Bursa, Çanakkale, Denizli, Düzce, Eskişehir, Gaziantep, Hatay, İstanbul, İzmir, Kocaeli, Sakarya, Tekirdağ and Yalova. The Cabinet decides which city to include in the scope.

Regional and Provincial Disaster Management Coordination Offices were established, in addition to the already existing organizations regarding disasters, after 1999 and these duties were executed by the governors appointed by the Ministry of Interior.

National Earthquake Council is composed of 20 experts; 8 geologists, 8 civil engineers, and 4 people from the fields of architecture, urban planning, social sciences, medicine, and environmental engineering in order to declare the results of negotiation to the public, after scientific discussions on topical issues about earthquakes in 2000, and it is authorised to operate independently (Yılmaz, 2003: 104). The main duties of the Council are to produce healthy solutions in accordance with the estimations by the scientists, raise public awareness, carry out researches required for the minimization of damages caused by earthquakes, provide consultancy for public authorities and assess applications regarding projects on earthquake predictions (UDK, 2002: 9). The efforts of the Council are important for highlighting the importance of risk management which is often omitted in Turkey.

The natural disaster risks of Turkey are assessed and proposals for solutions are presented within the framework of risk and disaster management issues in the National Strategy for the Mitigation of Damages Caused by Earthquakes, which was developed to this end. Especially the forming of an informational basis for risk mitigation, the ensuring of development and settlement security, the strengthening of existing buildings, the exploring and development of new investment resources are considered in light of education and vocational qualification, legal regulations and scientific research (UDK, 2002:16).

The aim of the Directorate established in accordance with Decree No. 600 regarding the establishment of the Turkish General Directorate of Emergency Management²³ (2000) is to ensure effective emergency management at national level, in the event of any natural and man-made disasters and the coordination between the responsible organizations before and after disasters. Within the context of these aims, the primary duties of the Directorate; is to set up and coordinate emergency management centers within public bodies, take preventative measures against states of emergency and encourage the formation of NGOs that will be involved in emergencies.

Central Disaster Coordination Council ensures that the instructions that it receives from the Prime Ministry regarding emergencies are duly implemented, takes decisions for the meeting of the needs of provinces and solutions of problems in light of information obtained from provinces, and keeps the Prime Ministry informed about situation reports. It is composed of the representatives of the Ministry of National Defense, the Red Crescent, General Staff and the relevant ministries, under the presidency of the Ministry of Public Works and Settlement undersecretariat.

One of the most important regulations issued after the earthquake²⁴ is the Decree No. 587 regarding Compulsory Earthquake Insurance (1.9.1999). The aim of this Decree based on Code No. 7269, is to set the procedures and fundamental principles of compulsory earthquake insurance which will compensate the building owners or beneficial owners for the material loss or damage of their premises caused by earthquake. The Decree includes; the freehold property specified by the Code No. 634 regarding “Divided co-ownership”, the settlements built on immovable properties that are registered in title deed as private property, business establishments, offices, and freehold property used for similar purposes within these settlements, and other settlements built by the State due to natural disasters or settlements

²³ http://www.devletarsivleri.gov.tr/yayin/genelmd/basbakanlik/094_turkacildurum.htm (15.3.2006)

²⁴ Please see Annex 7 for a full list of legal regulations made after the earthquake.

built by granted loans. Public buildings and buildings in rural areas are exclusive of this Decree (Construction Inspection Legislation, 2001: 321).

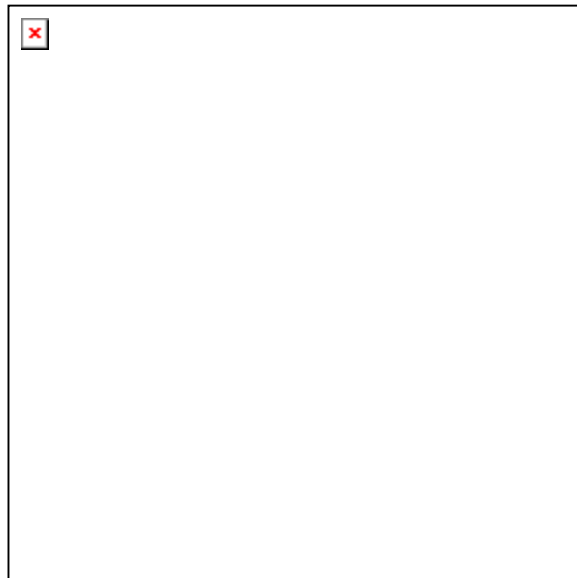
Following the issuance date of this Decree, on the condition of the presence of building license, the Compulsory Earthquake Insurance of a building should be made within one month after having obtained the municipal permission or from the date of inhabitation in that building. The Disaster Insurance Institution (DASK) was founded in accordance with this regulation for insurance purposes and to operate as set forth by the Decree (Construction Inspection Legislation, 2001: 323).

Now, with the establishment of Disaster Insurance Institution (DASK), which was founded based on the “Decree No. 587 Regarding Compulsory Earthquake Insurance” earthquake insurance became compulsory for the settlements as stated in the Decree since September 2000. Compulsory Earthquake Insurance is a new insurance system developed to compensate the material damage to buildings as a result of earthquakes²⁵. The system which is developed by the collaboration of the State and insurance sector, aims to; (i) insure the settlements indicated in the Decree regarding earthquakes at an affordable premium amount

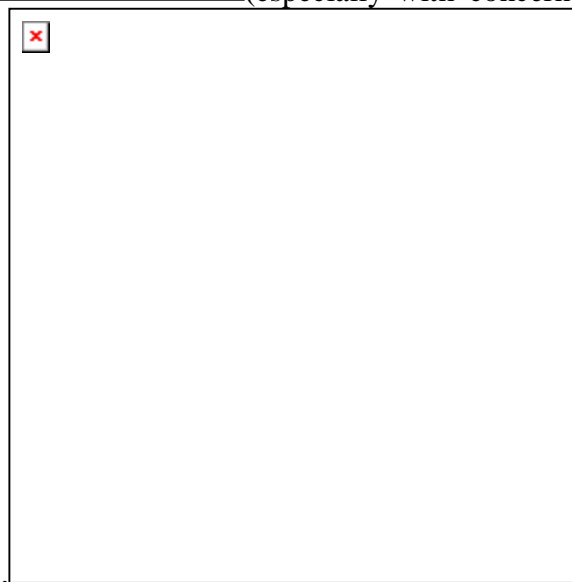
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(ii) to ensure risk sharing in the country, while distributing the financial burden caused by earthquake to international reinsurance and capital markets through insurance, (iii) to reduce the financial burden of the State due to earthquakes

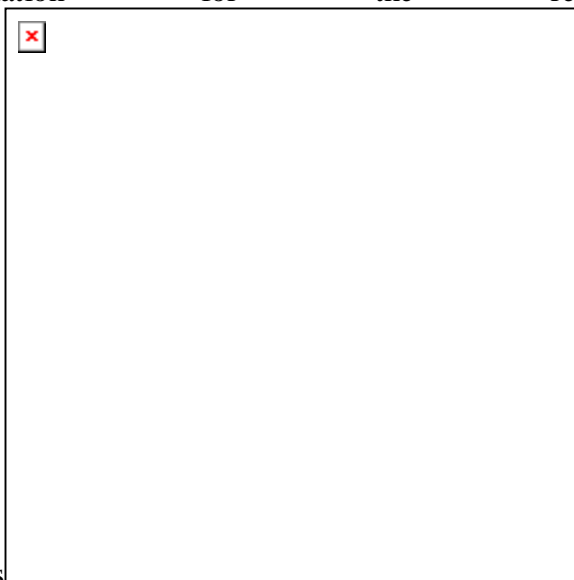
²⁵ <http://www.dask.gov.tr/daskhakkinda/mevzuat.htm> (21.02.05).



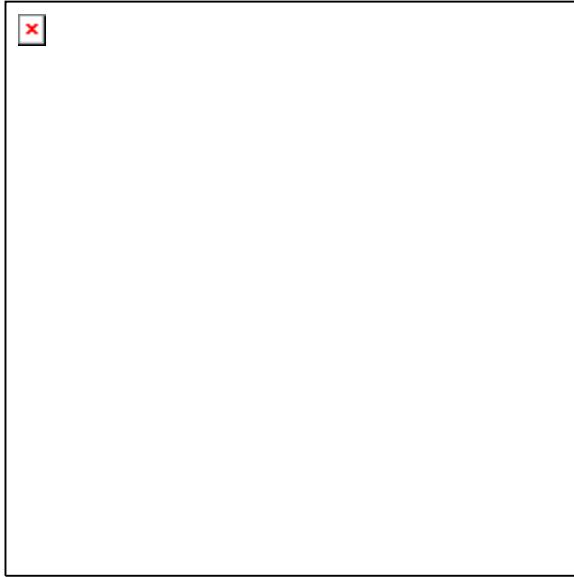
(especially with concern to the construction of



buildings after disasters), (iv) to make use of insurance system in the construction of sound buildings, (v) to ensure long-term resource accumulation for the recovery of earthquake



damages, (vi) to contribute to the development of social awareness regarding insurance within the community.



The system offers property owners a concrete conception of secure housing regardless of the State budget and compensation of the material damages immediately. Besides, the low premium amount enables national risk sharing and solidarity, a certain portion of the risk is referred to international markets through reinsurance until enough domestic resources are accumulated, and the financial burden on the State budget is reduced.

Istanbul Disaster Management Center²⁶ is another important body, which was established after the 1999 Earthquake. The threats that Istanbul is exposed to, are revealed with the Earthquake, and from thereon, risk mitigation efforts have been realized with the projects which the Center is also included in. Some of these projects are; JICA Project (disaster prevention, mitigation initiatives including Micro Zoning Study in Istanbul); Warning and Emergency Response Registration Network Project; study on urban geology and preparation of land usage maps; the İstanbul disaster preparedness training project; procurement of and training on rescue supplies from international organizations; “Disaster Station for Every District” Project (AFIS), Earthquake Park Project, The Project for The Mitigation of Seismic Risk and Emergency Preparedness in Istanbul (ISMEP), District Disaster Volunteers Support Project.

2.2.3. Criticisms of Disaster Management System in Turkey:

Although the legal and the corporate aspects of disaster management in Turkey date back to the 40's, in time, with the change in the nature of disasters and the increase in the number of urban disasters alongside the disasters in rural areas, the existing legislation has become inefficient. These inefficiencies revealed especially by the 1999 Marmara Earthquake, required the need for the system to be re-evaluated and for it to be revised. Within the framework of these problematic points, disaster management may be assessed with a view to the inefficiency of the system by taking structural, functional and financial problems into consideration:

- Although the disaster management system has a comprehensive and wide perspective regarding disasters, it also has weak points stemming from its organizational structure. These weaknesses originate from placing all types of disasters in the same category and laying down and applying similar regulation for them (Ergünay, 2000: 5; Balamir, 1999: 13).

²⁶ <http://aym.istanbul.gov.tr/projeler.aspx> (15.3.2006)

- Our disaster management system focuses mainly on post-disaster rather than pre-disaster issues (Ergünay, 1999b; Balamir, 1999: 13, Yılmaz, 2003: 115). In this phase, the legal regulations are taken into consideration rather than mitigation measures, drills and preparations (Balamir, 2000: 103).
- One of the weaknesses of our disaster management system, is its centralized structure (Ergünay, 1999a: 474). Local administrations located nearest to the disaster have a limited, secondary place within the system. Nonetheless, the effectivity of central administration units is questionable (Ergünay, 1999b). For instance, there is not a sole person or central unit in charge at each stage of the disaster management process. Despite the fact that each ministry has its plans and duties concerning disasters, these plans and duties are far from being efficient, since they fail to be updated (Çetin, 2002: 116; Yılmaz, 2003: 116). The Ministry of Public Works and Settlement and the General Directorate of Civil Defense, which have important responsibilities concerning disasters, also have problems stemming from their structural and operational functions (Demirel, 1992: 124).
- It can hardly be said that the local administration units which have a secondary place within the system fully perform their duties during the disaster management process. Provincial Rescue and Emergency Relief Committees fail to prepare urban information in advance according to the Regulation regarding Emergency Relief Organization and Planning Principles, as they are required to do so, (Korkmaz and Gündoğdu, 1994: 158; Demirel, 1992: 121), provinces and administrative districts fail to inform relevant levels of the requirements for personnel and supplies that should be met before disasters, local conditions and needs are not taken into consideration during planning stages, no training and drill activities are done, and no maps indicating significant public facilities are prepared (Güngör, 1984: 70; Şengün, 1996: 27).
- Another problematic part of our disaster management system is the functioning of the process during the implementation stage. The participation of too many organizations in disaster management, leads to the existence of too many authorities in charge and lack of coordination (Çetin, 2002: 116; R.T the Government Accounting Bureau, 2002a: 2, Çakmak, 2001: 22). Especially the absence of information sharing and coordination between the central and local administrations, becomes more visible during disasters (Ergünay, 2000: 6). The existing organizations fail to be sufficient in the regular and systematic collection of information, record keeping, publishing, informing, since they have not been incorporated, thereby causing the collected information to be disorganised and haphazard (Balamir, 2000: 101).
- The existing system also has problems with regards to its financial structure. There is a common belief, that resources regarding disaster management are only necessary after disasters. Thus, the idea that the existing resources must also be used for preventative purposes before the disaster has not yet been fully comprehended (Balamir, 2000: 105; Ergünay, 1999a: 477). On the other hand, separate funds for disasters have been raised but have not been effectively used, causing disaster expenditures to be covered by the Government budget. As the resources allocated for disaster expenditures are not usually designated in advance for these particular purposes, and thus distributed as non-refundable, this results in additional costs (Balamir, 1999: 13).

2.3. Detailed Study Findings Regarding National Disaster Management System In Relation to International Assistance and Other Relevant Legislation:

1. Appeals for International Assistance

The Ministry of Foreign Affairs is authorized to appeal for international assistance in Turkey. Pursuant to Regulation No. 12777, the Ministry decides to appeal for international assistance. It makes the appeal itself or through relevant institutions, to the related international organizations by informing them about the type and the amount of the needed relief. It coordinates the rapid admission of the relief sent by international organizations and persons into the country. It is also authorized to set the principles before disasters occur, regarding the determination of the types of assistance that may be requested from abroad, in addition to their coordination and monitoring.

2. Offers of International Relief

The Ministry of Foreign Affairs is authorized to make offers of relief, in the name of the Turkish Republic, while offers within the framework of Red Cross-Red Crescent Movement are made by Turkish Red Crescent Society itself.

3. Admission of Foreign Personnel/Materials,

The Ministry of Finance and Undersecretariat of Customs facilitates the admission of international donations and relief materials and the imported materials depending on the needs arising during disasters.

In accordance with Decree No. 485 concerning the Organization and the Duties of the Undersecretariat of Customs (Annex article 3-(Ek: 8/12/1999-KHK-589/8 md.).²⁷ the Minister of State to which the Undersecretariat of Customs is affiliated, is authorized to permit the admission of instruments, tools, machinery, equipment and similar materials coming from abroad, to be used in disaster areas in cases of natural disasters, on the condition that their admission records are kept and the transactions laid down by the relevant customs legislation are effected subsequently. The Minister of State to which the Undersecretariat of Customs is affiliated, is also authorized to decide whether any admitted instrument, tool, machinery and equipment shall be resent abroad or be nationalized according to current needs and conditions, pursuant to this Article.

All revenues derived from the sales of printed material published and disseminated by the Undersecretariat of Customs and used by customs administrations, license fees of customs brokers and assistant customs brokers and 10% of the revenues from publishing services, are included in the disaster fund after relevant charges are deducted, in accordance with annex Article 4—(Ek:8/12/1999-KHK-589/8 md.)

Customs Code (Article 167) “Relief materials to be sent to disaster victims” are exempt from customs duties.

²⁷ <http://mevzuat.basbakanlik.gov.tr/mevzuat/metinx.asp?mevzuatkod=4.5.485&sourceXmlSearch=afet>

(22.3.06) Decree Law Concerning the Organization and the Duties of the Undersecretariat of Customs dated 2/7/1993, No: 485; Date of Enabling Statute, 24/6/1993 No: 3911, Date of Announcement in the Official Gazette: 13/7/1993, No: 21636 (Reiterated),

4. Recognition of the Competencies of International Relief Workers

The Ministry of Foreign Affairs provides the coordination necessary for the officials and private persons that will come to Turkey for the purposes of disasters.

5. Taxation of Incoming Relief Materials

According to Code No. 4119²⁸ (article 1) “All the below-mentioned materials arriving from abroad on behalf of the Turkish Red Crescent Society and such medical and humanitarian relief delegations that will be admitted to the country by government permission to collaborate with the Society in cases of war and disasters, shall be exempt from customs and other related duties.” (Article 2) “Materials sent to be distributed to the army on behalf of both the Turkish Red Crescent Society and others, shall also be exempt from customs and other related duties.” These materials cannot be sold or exchanged, unless their taxes are paid. However the sale and exchange of these materials without payment of their taxes is permitted within the limitations set by the provisions of the Cabinet.

Code No. 7269²⁹ (Article 43d) states that “Huts, prefabricated houses, tents, all types of construction materials, machinery, motorized vehicles, instruments, tools, equipment, devices, and spare parts may primarily be imported urgently from abroad by the Ministry of Development and Settlement, regardless of existing quotas and these imported consignments shall be exempt from customs duty and from other taxes and duties together with this duty and municipality share and relevant Treasury share on importation. (Exemption from all types of taxes and duties on importation by this article was abolished by Article 1 of Law no. 3283, dated 6/5/1986

In light of Temporary Article 19, Temporary Article 20 states that “ Those external loans and donations that will finance the implementation of projects and thereby the sales, purchases, mortgage, registration transactions of immovable properties and the tenders, contracts, licenses and similar transactions regarding the sale or reconstruction or repair of movable and immovable goods, all kinds of municipal transactions regarding construction and infrastructure works and the statements, undertakings and contracts of the beneficiaries of these works, with the inclusion of contribution to education, are exempt from all kinds of tax, duty, contribution and levy. It was decreed that all types of construction materials, machinery, motorized vehicles, instruments, tools, equipment, devices, and spare parts that are within the framework of these mentioned projects, may be imported exempt from customs duty and all other types of taxes, duties, charges, funds and other financial burdens together with this duty (Exemption from all types of taxes and duties upon importation by this Article was abolished by Article 1 of Code No.3283, dated 6/5/1986)

²⁸ <http://mevzuat.basbakanlik.gov.tr/mevzuat/metinx.asp?mevzuatkod=1.3.4119&sourceXmlSearch=afet> (22.3.06) Law no: 4119 concerning the exemption of the materials that will arrive on behalf of the Turkish Red Crescent Society and these types of sanitary and humanitarian aid departations that will collaborate with it and that will be admitted to the country by government permission in cases of wars and disasters, from customs, etc. duties. (Adoption date, 29 9.1941) Official Gazette no.: 2921 (25.9.1941).

²⁹ <http://www.gelirler.gov.tr/gelir2.nsf/verharvergi?OpenPage> (23.3.06)

Code No.4123, (annex Article 6) “All types of materials and technical equipment that will be imported or donated temporarily or permanently from abroad to the Ministry of Public Works and Settlement for the prevention of disasters and the mitigation of damages, are not subject to specific durations indicated in the customs legislation and are exempt from all types of funds, taxes, duties and charges on importation.”

6. Insurance Activities

Although, there is not an article regarding foreign personnel that may come to Turkey for disasters purposes in the Social Security Code No. 506³⁰, there is reference to a general expression in Article 3/1 which states “ Those who are mentioned below are not deemed insured in the enforcement of this Code (Amended: 11/8/1977 - 2100/1 md.):

“ - Foreigners sent to Turkey for work purposes, by and on behalf and on account of any institution established abroad and those who notify that they are insured abroad.”

7. Communication, Transportation and Transfer of Personnel and Materials

Disaster communication is an issue of priority for the Ministry of Transportation. The Ministry; decides on the forwarding of rescue and relief teams by various national and international organizations and institutions and of all types of machinery, supplies, equipment, food, clothing and shelter approved by the Central Disaster Coordination Council, by air, land, sea and rail, where charges shall be payable subsequently when necessary. It establishes airway connections between the disaster area and major centers and abroad countries; informs the Ministry of Foreign Affairs that which kind of aircrafts will land at the airport/s in the region and on what conditions; applies minimum tariffs for national and international transportations related to disasters, these transportation charges are paid by the relevant institutions unless the Central Disaster Management Council decides otherwise; rapidly fixes the damages of railroads, airports, seaports, wharfs and shelters in disaster regions and makes them ready to use and builds new ones if necessary.

The Ministry of Agricultural and Rural Affairs provides assistance in the transportation of relief to the disaster area.

Turkish General Directorate of Emergency Management (TAY), is the responsible body for disaster relief at the international level³¹. TAY collaborates with NATO and the European – Atlantic Disaster Response Coordination Center (EADRCC). It also works at bilateral level with the Turkish – Greek Disaster Task Force (JHET – SDRU) and Hungary within the framework of Turkish – Hungarian bilateral cooperation. Additionally, TAY works with the UN within the frameworks of the United Nations Office of Charter for Humanitarian Assistance (OCHA) and the United Nations World Food Program (UN-WFP) and Mediterranean states under the dialogue for the prevention of disasters and the Organization of Black Sea Economic Cooperation on disaster and crisis management. The USA and the

³⁰ <http://mevzuat.basbakanlik.gov.tr/mevzuat/metinx.asp?mevzuatkod=1.5.506&sourceXmlSearch=afet>

Insurances Law no.: 506 (Adoption date:17/7/1964, Announcement Date in the Official Gazette 29, 30, 31/7/1964-1/8/1964, No : 11766-11779, Arrangement : 5 Volume : 3 Page : 2827

³¹ http://www.devletarsivleri.gov.tr/yayin/genelmd/basbakanlik/094_turkacildurum.htm (21.3.06)

GUUAM states (Georgia, Ukraine, Uzbekistan, Azerbaijan, Moldova) are other collaborating states on regional cooperation and crisis management.

The Turkish Red Crescent Society receives and stocks national and international relief materials that arrive in disaster areas. It then distributes these to the points designated by the Central Disaster Management Council. It forwards relief materials like tents, blankets, food and clothing to disaster areas, informs the International Red Crescent and Red Cross Movement concerning the urgent needs of disaster areas, while working in cooperation with the Ministry of Foreign Affairs on the issue of international assistance.

Governorship and Head of Districts (pursuant to Article 8 of the Regulation no.: 12777), “...(they) forward emergency relief teams, sent to disaster areas by relevant authorities and bodies, and all types of materials, machinery, instruments, food, clothing and shelter, by any means of transportation which belong to public bodies, their affiliate institutions, provinces, municipalities and rural districts, where the charges shall be payable subsequently. In the absence of timely and insufficient provision of such transportation, these duties shall be delegated to private, real and corporate persons.”

11. Quality and Responsibility / Accountability Standards of International Assistance;

Quality and Responsibility / Accountability Standards of International Assistance are performed in compliance with the Seville Agreement (Agreement on the Organization of the International Activities of the Components of International Red Crescent-Red Cross Movement) and the Disaster Response Code of Conduct³² for International Red Crescent-Red Cross Movement NGO's.

With regards to disaster response, the Turkish Red Crescent Society has an “Operation Center Directive” related to the management of the work and the relief services of its own personnel (The Directive regulates the duties, authorizations and the responsibilities of the general coordinator, team leader, accountant, managing director and other relevant personnel).

The SPHERE Project : It sets out the “Minimum Standards for Disaster Response and the Charter for Humanitarian Assistance” which humanitarian relief organizations comply to.

12. Sharing of Information

The principles of the Seville Agreement are adopted.

The Ministry of Foreign Affairs provides assistance in international correspondence in case of disasters.

The Ministry of Transportation provides telegraph, telephone and radio communication services free of charge for the announcements of the emergence of disasters or relief appeals and takes the necessary measures for the disaster area to be able to communicate with any part of the country.

13. Preparation and Training

³² Annex: 8 Code of Conduct

According to the disaster legislation, there are various institutions that are responsible for the preparation and training activities regarding disasters.

One of the duties of the Ministry of Interior concerning disasters, is to provide emergency relief and rescue services and to train personnel and other people in charge of civil defense services.

The Ministry of Public Works and Settlement prepares training programs for the inhabitants of disaster area.

One of the duties of Prime Ministry Crisis Management Center is to train the personnel that will be employed at this Center.

The General Staff ensures that the military emergency relief plans regarding disasters are prepared in coordination with civilian authorities.

The Turkish Red Crescent Society conducts the disaster preparations and training programs at national and international levels.

Local disaster plans of local administrations are also included in the preparations.

3. Implementation and Experiences

3.1. General Information: 1999-Marmara Earthquake and its Losses

The earthquake of August 17, 1999 having a magnitude of 7,4 and Gölcük as its epicenter,³³ is one of the most destructive earthquakes in the history of Turkey. The provinces that were mostly affected by the earthquake are primarily; Kocaeli, Sakarya and Yalova, and then İstanbul, Bolu, Bursa, Eskişehir, Zonguldak, Bilecik and Tekirdağ.

Table 7: Populations and Population Densities of Provinces that were Affected by the Earthquake of August 17

Name of Province	Total Population	Provincial Population	%	Rural Population	%	Area	Population Density
Bilecik	192.060	116.004	60	76.056	40	4.302	45
Bolu	553.022	265.052	48	287.970	52	10.887	51
Bursa	1.958.529	1.484.838	76	473.691	24	10.422	188
Eskişehir	660.843	518.643	78	142.200	22	13.841	48
İstanbul	9.198.809	8.506.026	92	692.783	8	5.196	1.770
Kocaeli	1.777.379	629.333	53	548.046	47	3.612	326
Sakarya	731.800	331.431	45	400.369	55	4.838	151
Tekirdağ	567.396	358.878	63	208.518	37	6.313	90
Yalova	163.916	110.106	67	53.810	33	848	193
Zonguldak	612.722	239.186	39	373.536	61	3.304	185
TOTAL	15.816.476	12.559.497		3.256.979		64.365	

³³ KRDAE, National Earthquake Monitoring Center (<http://www.koeri.boun.edu.tr/sismo/tLarge2.htm>) (4.5.2005)

Source: Crisis Management Center of the Prime Ministry of the Republic of Turkey, 2000: 3.

In the Marmara Region where 23% of the national population is located, 6% of the population, approximately 16 million people, were affected by the earthquake (Table 7).

Table 8: Casualties of Provinces

PROVINCE	CASUALTIES
Bolu	270
Bursa	268
Eskişehir	86
İstanbul	981
Kocaeli	9.477
Sakarya	3.691
Yalova	2.504
Zonguldak	3
TOTAL	17.480

Source: Crisis Management Center of the Prime Ministry of the Republic of Turkey; 2000: 4

17.480 people died and 43.953 people were injured in the earthquake (Crisis Management Center of the Prime Ministry of the Republic of Turkey; 2000: 4) The provinces that were mostly affected by the earthquake, according to number of casualties in the provinces and damaged buildings are respectively; Kocaeli, Sakarya and Yalova. The districts of Adapazarı, İzmit, Çınarcık, Gölcük, Değirmendere, Gölyaka and Akyazı also suffered the most loss with respect to life and material damage. 600.000 people not only lost their homes but many residential and commercial buildings were damaged to various extents (Ankara Chamber of Commerce, 1998; Şengezer and the others, 2000: 41).

Table 9: Provincial Distribution of Damaged Residential Housing and Workplaces

	Demolished or Badly Damaged	Moderate Damage	Minimum Damage	TOTAL
BOLU	11	602	205	818
DÜZCE	3733	4593	3580	11.916
BURSA	68	453	1008	1529
SAKARYA	23.111	16.808	20.387	57.661
YALOVA	10.189	8644	14.566	33.708
KOCAELİ	22.346	24.318	25.679	72.313
GÖLCÜK	14.180	9659	10.417	33.272
İSTANBUL	3.605	15.338	13.694	32.637
ESKİŞEHİR	99	104	236	539
TOTAL	77.341	78.143	89.872	245.356

Source: Crisis Management Center of the Prime Ministry of the Republic of Turkey, 2000: 8

Due to the economic significance of the region affected by the earthquake, the country experienced labor losses (Doğan, 2000: 28; Karahan, 2000: 38; Suzuki, 2002:275), production and market losses and finally major economic losses because of the overwhelming number of casualties, injuries and immigrations (Kümbetoğlu, 2001: 263) (Crisis Management Center of the Prime Ministry of the Republic of Turkey, 2000:10; The World Bank, 1999). The damage caused by the earthquake, affected mainly the motorways, railroad infrastructures, energy distribution and communication within the region. Here below, are the losses of the various sectors of the national economy according to the studies of the World Bank (Table 10)

Table 10: Losses According to Sectors

SECTORS	AMOUNT (X1000USD)
Residences	1,100,000-1,600.000
Infrastructures	70,000
Road and Bridge Constructions	78,000
Airports	12,000
Railroads	72,000
Communication	38,000
Electricity Distribution and Generation	82,000
Gas Production	387,000
Enterprises	1100-2600
Education	100,000
Healthcare	37,000
TOTAL	3.076-6.476

Source: The World Bank, 1999³⁴

Additionally, the destruction and damage caused to many of the buildings in these provinces, the infrastructure systems becoming dysfunc and the loss of buildings, machinery, equipment and stock (Morgil, 1999:8), decrease in export, unemployment (Şengezer and the others, 2000: 41)together with the decrease in tourism revenues (Esen, 2000a: 174) had a negative impact on the national economy. Losses of the economy were compensated by internal and external financial resources (ie;payment of certain sum of money by male Turkish citizens to be exempt from compulsory military service, additional income and corporation taxes, supplementary motor vehicles tax, supplementary property tax, private communication tax, commercial papers tax, etc.), and by the donations and contributions of foreign and international (IMF, Word Bank, European Union, etc.) organizations (State Planning Organization, 1999:28). The earthquake also had a negative impact on the macro economy, it affected the annual economic growth by a rate of (-1) and public expenses and the inflation rate increased due to the need for reconstruction (State Planning Organization, 1999: 31). Moreover, public banks in the region suffered from employment losses, costs were incurred due to the decrease in the revenues of social security institutions and for damaged

³⁴ [www.worldbank.org.tr/ECA/Turkey.nsf/ECADocByUnid/D93CC0219379023F85256BFB0006F44A4/\\$FILE/Marmara%20Earthquake%20Assessment.pdf](http://www.worldbank.org.tr/ECA/Turkey.nsf/ECADocByUnid/D93CC0219379023F85256BFB0006F44A4/$FILE/Marmara%20Earthquake%20Assessment.pdf) (17.3.2004)

infrastructure facilities led to the infrastructure costs in the local administrations (State Planning Organization, 1999:22). The TEM Highway was one of the most important infrastructure to undergo damage (Crisis Management Center of the Prime Ministry of the Republic of Turkey; 2000: 5).

Railroad system was also seriously damaged; many wagons and rail cars manufactured by Turkish Wagon Industries Corporation were wrecked under the debris and became non-usable. Derince port was badly damaged by the earthquake (State Planning Organization; 1999:38). Many public buildings and educational institutions in the region were also damaged in the earthquake; 43 schools were completely demolished and 377 other schools and 11 hospitals were seriously damaged (State Planning Organization, 1999: 60).

Following the earthquake environmental threats surfaced. The damage in drinking water and sewerage systems and industrial plants especially caused environmental problems (Union of Turkish Engineers and Architects, Chamber of Environmental Engineers, 1999:21). Environmental pollution was mostly caused by the damages in sewage treatment plants, leakages from some of the chemical and petrochemical plants (Turkish Petroleum Refineries Corporation, AKSA, PETKİM) (Arıkan and the others, 1999:22; Kesici, 2002:76), the failure to regularly collect and eliminate garbage and hazardous waste materials (State Planning Organization, 1999:5), and the neglect in the determination of debris piling areas (Esen, 2000b: 35; Özdemir, 2000: 47).

The traces of the negative impacts of the earthquake were also visible within the social structure. Apart from casualties and injuries, many people lost their homes, and were psychologically adversely affected. Not only did social relations break down but also the general structure of the population and the labor force changed (The World Bank, 1999). According to the post-disaster researches in the region, health problems increased and the ties holding the social structure together suffered from the losses of family members and the scattering of whole families (Kasapoğlu and Ecevit, 2001). Whilst the above mentioned are the general known features of the damage caused by the earthquake, these brought with it the need for an extensive reconstruction program.

Due to the magnitude of the earthquake, national³⁵ and international relief organizations that were involved in the initial response phase, continued their involvement through to the reconstruction and rehabilitation phase. Below are the leading states that extended assistance upon the earthquake, and the amount of relief;

Table 11: Leading Organizations that Extended Assistance upon the Earthquake

Assistance by	Type of Relief	Regular Loans	Planned Loans	Donations	TOTAL (million USD)

³⁵ Please see Annex 10 & 11 for Domestic NGOs involved in Marmara Earthquake Recovery Efforts

IMF	500				500
World Bank					993,8
<i>Importation and budget funding</i>	252,5				252,5
<i>Marmara Earthquake Emergency Reconstruction (MEER) Project funding.</i>		505			505
<i>Permanent residence funding</i>		62,5	173,8		236,3
International Finance Partnerships			50		50
European Investment Bank		455	152		607
European Development Bank.				18	303
ITALY				60	
BELGIUM				4	4
Islamic Development Bank					300
<i>Importation ,commercial finance</i>	150				150
<i>Project finance</i>			150		150
Gulf Cooperation Council			400		400
Black Sea Economic Cooperation			10		10
JAPAN					450
<i>Property and Commodity loans</i>					200
<i>Project funding</i>			250		250
SOUTH KOREA			30		30
EUROPEAN UNION				35	35
GERMANY				12	12
TOTAL	1102,5	1022,5	1600,8	47	3772,8

Source: <http://www.kho.edu.tr/yayinlar/btym/yayinlistesi/yayinlar/Yayin2001/243-17agustosdepremi-zekey.htm> (20.02.05).

b) Reconstruction Process After the Earthquake:

While the Ministry of Public Works and Settlement (and General Directorate of Disaster Affairs, General Directorate for Technical Research and Implementation, General Directorate of Constructive Works affiliated to the Ministry) was the primary institution responsible for the reconstruction works initiated after the earthquake, the other central administrative institutions and Provincial Development Directorates and local administrations were also

involved in the reconstruction process. The Ministry of Public Works and Settlement establishes various organizational structures in disaster regions depending on the scale of the disasters. The “General Coordination Office for Marmara Earthquake Region Disaster Construction” was established as an affiliated body to the Ministry to conduct the efforts after the earthquake of August 17, and Project Implementation Unit for the construction of the buildings financed by external loans (Government Accounting Bureau of the Republic of Turkey , 2002b: 84).

Furthermore, the Regional Disaster Coordination Office affiliated to the Ministry of Interior and provincial coordination offices affiliated to the Regional Disaster Coordination Offices were established for a two-year-period to take any measures necessary to meet the needs of the inhabitants of Kocaeli, Bolu, Sakarya and Yalova which were seriously affected by the earthquake, by providing food, clothing, accomodation, tents etc, till the construction of their permanent housing. They also were empowered to exercise any authorization given to governors and the effective Codes concerning the disasters and emergency situations, and to implement the relevant decisions taken by the Crisis Coordination Council. The headquarters of Regional Disaster Coordination Office was in Kocaeli. The Regional Disaster Coordination Officers and provincial coordination officers were appointed by the Cabinet and benefitted from the same salary and personal rights as the governors.

The first stage of the reconstruction process commenced with damage assessments and the property rights process that is vital for the temporary and permanent housing activities to be successfully carried out. 1.200 technical personnel were appointed for the damage assessment initiated on 25.08.1999, assessing the damage of 334.000 properties in 20 days (Government Accounting Bureau of the Republic of Turkey, 2002b: 87). Owners of the properties, that were assessed as moderately damaged, badly damaged or demolished, were appointed as bearers of rights by the legal regulations. Among the types of these damaged properties, a reparation loan, worth 2 billion TL, was granted to the owners of moderately damaged residences and 1 billion TL to the owners of work places. It was also decreed that the owners of demolished or badly damaged residences would benefit from housing loans or be directly granted a house constructed by the government. 107.315 properties were assessed as moderately damaged as of 27.10.2000 and an amount of 107.9 trillion TL was paid upon loan applications made by 59.533 property owners (Government Accounting Bureau of the Republic of Turkey, 2002b: 87). The Project Implementation Unit (PUB)³⁶ that was established after the 1992 Erzincan earthquake as an affiliated organization to the Prime Ministry, and which was responsible for the management of international assistance and loans at the financial level of the reconstruction process, also actively participated in 2 projects, in accordance with the loan agreements signed with the World Bank. 18 of the 27 settlement areas were reconstructed by the Ministry of Public Works and Housing (BİB), and 9 by the Project Implementation Unit (PUB)³⁷.

These 2 projects are the **MEER** (“Marmara Earthquake Emergency Reconstruction Project”) and the **TERRA projects** (Turkey Earthquake Rehabilitation and Reconstruction Assistance Project)³⁸. The MEER Project, which was initiated upon the earthquake of 17th August and cost 505 million dollars, has four main aspects; 1) Disaster response system and risk mitigation, 2) Psychological support program for adults, 3) Construction for permanent housing, and 4) Project management. Disaster response and risk mitigation includes

³⁶ Other projects carried out by the Project Implementation Unit (PUB) are; the project initiated following the flood disaster in the Black Sea Region in May 1998, the TEFER (Turkey Emergency Flood And Earthquake Recovery Project) in the event of Ceyhan-Adana Earthquake, and the DRR (Disaster Rehabilitation And Reconstruction Project) initiated upon the 1992 Erzincan Earthquake.

³⁷ <http://www.pub.gov.tr/fmeer1>. (19.03.2004)

³⁸ <http://www.pub.gov.tr/fmeer1>. (19.03.2004)

emergency management and response system, disaster insurance system, landscape planning, reinforcement of constructive regulations, cadastral renewals and land management with defined corporate regulations for each of them. The bodies that are responsible for the realization of the first stage for instance, are the General Directorate of Emergency Management (TAY), General Directorate of Disaster Affairs (AİGM), and General Directorate of Civil Defense (SSGM)³⁹. The aims are to establish the “General Directorate of Emergency Management” affiliated to the Prime Ministry for the development of emergency management and response system to introduce and develop the steps necessary to execute and the functions of the unit; prepare a comprehensive emergency management program, prepare training programs and to ensure the implementation of them by the relevant municipalities, establish an implementation center for the General Directorate of Emergency Management, build an efficient communication and correspondence system for the liaisons related with the fields of duty of the General Directorate of Emergency Management and to organize public awareness raising and information campaigns concerning the things to be done before and after earthquakes. Regarding the disaster insurance system, the State aims to build an earthquake insurance system and a reservoir that will provide the financial resources for this, within the framework of the national risk management approach. Updating and regulation of the current disaster legislation, taking the measures necessary to mitigate the existing earthquake threat of the region, drafting of regulations in order to reduce probable losses, and enhancement of the capacities of the municipalities of the earthquake region by means of providing training and equipment support are the planned activities under landscape planning and strengthening of the already existing construction regulations. Furthermore, development of a data bank on the landscape characteristics of the earthquake region and the regulation of the duties of the General Directorate of Land Registry are planned under cadastral renovation and landscape management.

The establishment of health centers that will provide psychological support in İzmit, Adapazarı, Gölcük, Yalova and Bolu is being planned within the framework of the psychological support activities for adults, and the project that will be led by the Ministry of Health, and issues such as the provision of psychological support services for the employees of the work places that were affected by the earthquake, are being regulated.

The construction of 14.068 permanent settlements in Düzce, Bolu, Kocaeli, Adapazarı and Yalova was planned with regard to the construction of permanent settlements. The project was carried out as urban reconstruction (9.460 settlements were built in Düzce, Gölyaka, Cumayeri, central İzmit, Gölcük, Karamürsel, Gebze and the gulf districts) and rural reconstruction (2.000 settlements were built by the Project Implementation Unit).

Project Management is dependent on the State Ministry, which, in accordance with the zoning principle, is divided into the Regional Offices of Adapazarı, İzmit and Gölcük.

The TERRA project was implemented for the financing of the reconstruction of provinces following August 17th 1999, including urban infrastructures, by the loan provided by the European Investment Bank worth 450 million €

The preparations for a new Marmara Region Plan has been initiated apart from these emergency organization efforts. The aims of the plan led by the State Planning Organization are to manage settled areas according to a land usage plan that will be prepared by taking disaster risks into consideration, as well as to eliminate the inconveniences caused by the earthquake in the region including the provinces of Kocaeli, Sakarya and Yalova, which primarily suffered the earthquake, to keep urban growth under control by preserving

³⁹ <http://www.kho.edu.tr/yayinlar/btym/yayinlistesi/yayinlar/Yayin2001/243-17agustosdepremi-zekey.htm> (20.02.05).

environmental and landscape quality and to determine the socio-economic development period. The plan is designed to be carried out in three main phases; the first, encompassing the provinces in the first degree earthquake region, includes the preparation of a preliminary plan that contains proposals concerning the public investments in the earthquake region and the socio-economic and cultural development of the region, the second concerns the preparation of regional plans of the 3 provinces with prepared strategic preliminary plans and the third, a Marmara Region Plan comprising the 3 provinces with prepared regional plans (Dinler, 2001: 227).

3.2. 1999-Marmara Earthquake International Disaster Response Law Research

3.2.1. Research Method

This study, by which the 1999 Marmara earthquake was discussed as a case study, aims to reveal the problems of national and foreign relief organizations that took part in the emergency response stage, how they struggled to overcome them, what kind of solutions they developed, examples of best practices during this process and proposals towards solutions.

The efforts to obtain the data were carried out in two phases. The first comprised the organization of a workshop with the participation of national public bodies, NGOs, representatives of relief organizations and the Red Crescent personnel which all took part in the emergency response efforts during the 1999-Marmara earthquake in Turkey. The second aimed to gather data from the national and foreign public bodies, NGOs and international relief organizations which took part in the operation, through means of a survey⁴⁰.

3.2.1.1. 1999-Marmara Earthquake Workshop

The workshop that was held with 30 participants, were divided into 4 main groups to discuss the below-mentioned subject headings within the framework of the general purpose under the supervision of moderators.

1. What sort of problems did you experience during the response efforts for the 1999-Marmara earthquake? (legal problems, implementation problems, problems with international organizations, other problems)
2. How did you manage to solve these problems? If not, why ?
3. What kind of facilities were offered by civil or official authorities during response efforts ?
4. What are your concrete proposals for solutions concerning the problems experienced during the 1999-Marmara earthquake?
5. What are the issues that you consider problematic regarding the 1999-Marmara earthquake, which were then eliminated by the regulations later issued ?

The 5 questions were gathered under the subject headings of; customs, service provision and freedom of movement, logistics and emergency shelter and coordination. The participants were then grouped according to these subject headings. The subject topics were detailed by

⁴⁰ One of the parts of the study is the survey sent to the representatives of international relief organizations that took part in the disaster response efforts of the 1999-Marmara earthquake. Only 2 surveys from the international, and 15 from the national organizations were responded to, despite the fact that 104 (national and foreign) organizations took part in the 1999 disaster operation, and 44 international and 23 national organizations were contacted through the survey. This is an indication of the level of interest/indifference to the matter. Moreover, the fact that certain organizations that play important roles in international disaster relief activities like the World Bank did not respond to the survey submitting the reason that "they could not get in touch with their personnel that took part in the disaster operation in 1999", indicates the "corporate lack of memory" of organizations, for one of the most vital aspects of international relief operations is reporting.

the moderators during the group works⁴¹ and each group made its presentation at the final plenary meeting by the end of the day.

The problems revealed as a result of the group works, the proposals for solutions and the main areas of improvement following the Earthquake are as follows :

OUTPUTS OF WORKING GROUP ON CUSTOMS:

PROBLEMS	
Customs Tax VAT Exemption	<ul style="list-style-type: none"> • Customs Tax and VAT for medical devices.
Donation Legislation	<ul style="list-style-type: none"> • Restrictions on materials that can be donated (Comprehensive donation legislation till 1999 was restricted by the Customs Law that came in force in the second month of the year 2000, scope of donations was restricted, rescue vehicles and ambulances remained within the scope of donations. Donation of medical devices was also restricted). • Lack of preparation within the institution. • Consulate approvals are great obstacles with concern to relief materials. A regulation facilitating and accelerating the approvals of international assistance should be made. Such a situation and problem is peculiar to Turkey. • Approval of notary public.

⁴¹ The subject heading, *customs*, for instance, discusses errors in the exemption of the commodity and legal declarations; exemptions; delays and restrictions regarding the admission, importation and exportation of relief and service materials; *coordination* discusses insufficient sharing of information, unawareness and/or inefficient usage of local knowledge and response capacities, harmonization with international standards, search and rescue efforts, determination of needs (irrelevant and inappropriate relief supplies), fields of service (healthcare, water, sanitation, camp management, etc.), impact on the local market and capacity, accountability, international relief appeals, *service providers* discusses visas, personnel employment, insurance, legal statuses, residence permits, deficient recognition of the proficiencies of aid teams, employment of untrained personnel with low capacities and vocational proficiency, task management restrictions, deficiency of immunity, privilege and legal protection for the representatives of relief organizations, compliance with humanitarian relief rules, carrying of guns and similar articles etc., missionary works and *logistics* discusses; storage, local purchases, appropriateness, transportation, distribution of supplies, emergency shelter, emergency nutrition, limited use of communication means, buildings, facilities and lands (leasing, purchasing, usage of government facilities), seizure, opening of bank accounts, cash distribution and transfer, fields of service (healthcare, water, sanitation, camp management).

	<ul style="list-style-type: none"> • Insufficient preparedness in the implementation of legal regulations. • Lack of knowledge about the values of relief materials. The value of the relief materials cannot be determined and this leads to difficulties in stating a value in the declaration.
Airports Conditions	<ul style="list-style-type: none"> • Difficulties at airports (Ground services problems and Storage at the last points of exit. Problems regarding origins of the material and where they shall be stored and similar problems)
Customs Regulations	<ul style="list-style-type: none"> • The lack of special personnel in charge of relief materials. • Problems concerning the forwarding of the relief materials to the disaster area (Problems arise concerning the release of the relief materials from customs to the area, if it is not coordinated with the other customs departments) • Transit pass problems in case of over land transportation of the relief materials, such as motorway charges, motorway toll charges.
Storage Charges	<ul style="list-style-type: none"> • Problems regarding the exemptions related to relief materials. • There are problems about storage charges. For instance, no storage charge is applied if the consignment is cleared from Esenboğa airport, however if it is cleared from elsewhere storage charges may apply causing double standards.
Nationalization of the relief materials	<ul style="list-style-type: none"> • The insufficiency of the period of 20-45 (storage deadline for land freights is 20 days, for sea freights is 45 days). Occasionally, the customs clearance deadline for relief materials is exceeded. Since these deadlines are regulated by the law, once the deadlines are exceeded, the relief materials become nationalized. The extension of these deadlines are requested. This should not be applied to donated materials.
Demurrage	<ul style="list-style-type: none"> • The insufficiency of the 7 day deadline for the clearance of sea freights causes problems.
Admission of Communication Tools	<ul style="list-style-type: none"> • License and frequency problems.
SOLUTIONS	<ul style="list-style-type: none"> • Temporary regulations specific to disaster periods should be issued. • Legal steps that will regulate special exemption concerning relief should be taken (Objections may rise within the framework of the harmonization efforts with the EU) • Preliminary agreements should be made with the General Directorate of Press and Information and the Ministry of Foreign Affairs. • Preliminary agreements should be made with the State Airports Administration and ground service companies. • Special personnel responsible from assistance should be employed and related procedures and principles valid in all circumstances and situations should be determined.

	<ul style="list-style-type: none"> • Regulations on the release of the relief materials to disaster area should be introduced. • Renovation and organization of borders within the framework of disaster management system (Exemption right by the Ministry of Transportation in bilateral agreements). • Special regulations should be drafted in the Customs Code for disaster relief. • The Ministries of Finance and Transportation should facilitate the implementations concerning relief. • The deadlines for customs procedures and clearances of relief materials should be extended and relevant facilitating regulations should be made. • Healthcare and food assistance coming from abroad must have health certificates. In case of absence of such certificates, however, the Red Crescent representatives give approval reports for them, despite the fact that this is not their duty. • Coordination problems concerning aid supplies. A team with practical knowledge should be formed at Customs so as to determine the duties of the involved parties.
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OUTPUTS OF THE WORKING GROUP ON SERVICE PROVISION AND FREEDOM OF MOVEMENT:

PROBLEMS	<ul style="list-style-type: none"> • The absence of a regulation on the definition of persons and groups providing service within the framework of disaster management and on raising awareness among such persons and groups regarding their roles (their legal status and government approval). • Failure to inform and provide necessary information regarding the responsibilities that permanent personnel of disaster management units and the key personnel that will act as effective parts of the disaster management in the event of disasters, of their responsibilities, the absence of practical and standard in-service trainings, difficulties in revision of legal loopholes. • Undefined working permits and periods (Do they have legal permission for this ?). • Prevention of undesired acts of persons and institutions (How can it be prevented? Are there any legal regulations?). • For how long, in which areas and with what kinds of authorizations can the disaster management personnel or a national society succeed in disaster management in case of a disaster? e.g: Should a director of disaster operations serve in a disaster area for a year, totally void of any private and social life? • The non-prevention of illegal acts or undesirable behavior of persons and institutions that will harm the national society? Is there a legal regulation for this ? • Lack of in-service and preparation training for disaster personnel (do they undergo such preparations ? Have their duties been defined ?) • Major deficiencies in in-service trainings of disaster management personnel. No practical and standard trainings. General purpose trainings rather than trainings directed specifically at their areas of specialization. • No vocational trainings (in accordance with national and international
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	<p>standards) for disaster personnel. No certification whatsoever of national and international validity of vocational proficiency.</p> <ul style="list-style-type: none"> • No anticipation of how the necessary services should be during the coordination and preparation process, solution proposals only upon emergence of problems and difficulties during implementation process (requirements of service process, visas, residence permits, working periods, authorizations, responsibilities, etc.). • Absence of legal regulations regarding any transaction concerning lodgings and consumption authorization of relief response personnel and lack of legal regulations for legal responsibilities encompassing all kinds of activities arising from oral instructions and initiatives during acute stages. No laying down of guidelines for duties and authorizations and no sharing with coordinated persons and institutions. • Correspondence problems between national and international media and disaster management personnel. • Coordination (requirements for the service process, visas, residence permits, working periods, authorizations, responsibilities, etc.). • The issuing of a regulation regarding any transaction performed by relief response personnel during disaster response.
Legal Problems	<ul style="list-style-type: none"> • Official appointment problems, personnel should be appointed in accordance with duty, rather than vice-versa. • Preparation of a legal basis. • The harmony (disharmony) between national and international legislations. • Lack of public knowledge of legal procedures and enforcements on disaster management, only personal expectations. • Problems on the determination of how printed and visual media should enlighten the public together with coordinated institutions within the framework of disaster management.
Implementation Problems	<ul style="list-style-type: none"> • Unnecessary procedures and the time losses they cause. • Problems concerning the public announcements of persons and organizations as to how, where, when, etc. they will carry out their relief activities, e.g.: blocking of the roads by relief teams. • Irrelevant support and assistance. • Lack of coordination between search and rescue teams. • Entrance – exit visas of search and rescue teams. • Inter-institutional coordination problems. (confusion of duties, everyone doing everything. • Competition within and between institutions. • Disuse of Code no: 7269 (persons in charge of disaster management and coordination should know their authorization and initiative limits, this can be conveyed through training.). • Reduction of facilitations for international organizations during the period between acute and recovery stages (Activities are interrupted when rules start to apply.). • Arrangement of necessary regulations for foreign teams (certification that the team is not infected with serious diseases), taking of measures. The teams should be informed in advance about the documents that they should

	<p>present.</p> <ul style="list-style-type: none"> • Problems stemming from the the public's lack of knowledge as to who to collaborate with during disaster management. • No medical examination, insurance, etc. for international teams upon admission. No information on the duration of collaboration, and with which official or private bodies.
Problems with International Organizations	<ul style="list-style-type: none"> • No regulation on fields of activity, duration of stays, projects of institutions, which bodies they will work in coordination with, which authorities they are responsible to. • Problems arising from lack of sufficient knowledge of international protocols and failure in implementing these protocols.
FACILITATIONS	<ul style="list-style-type: none"> • Turks are benevolent and familiar with disaster culture. • Persons and institutions mobilize all their means. • All types of necessary means are provided for all institutions and organizations and foreign relief teams. • Conveniences for international relief organizations (concerning e.g.: visas, supports, freedom of movement, toll-free usage of bridges, highways, consumption and lodging free of charge, etc.) • No problems with in-house official appointments, no one uttering the word: "No!"
ADVANTAGES/ REMEDIED PROBLEMS	<ul style="list-style-type: none"> • Certain legislation obstacles have been removed and deficiencies addressed. • Each institution initiated the planning of its activities against problems related with disaster response. • Stress is placed on Risk mitigation. • Training activities have been increased. • Individuals began to step forward in disaster management. • The number of involved NGO's has increased, and they have become more prevalent.
GENERAL SOLUTION PROPOSALS	<ul style="list-style-type: none"> • Revision of the rules that the disaster response personnel and organization must obey and solutions for coordination problems (clearly defining of authorizations and responsibilities). • Applying the condition that all disaster response personnel be fluent in a foreign language. • The practical preparation of the institutions before disasters. • Clearly indicate and inform the relevant bodies how duty-free admissions should be undertaken and which organizations and institutions should be in charge of this (logistics, customs, training, etc.). • Drafting regional agreements. • Excellent application of the rules regarding disaster management by directors and the taking of initiative where/when necessary. • Ensuring inter-institutional coordination (determination of roles and responsibilities, legal regulations). • Updating of the disaster response plans of organizations, provision of in-house training. • Drafting legal regulations covering the period of admission of foreign

	<p>personnel till their departure,</p> <ul style="list-style-type: none"> • Continuous and practical training of personnel. • Inclusion of the existing resources of local administrations in disaster response, providing a facilitating influence. • The Red Crescent/Red Cross Societies carrying out their activities under the coordination of the Turkish Red Crescent Society (TRCS). • Human resources management becoming more prominent within the framework of disaster management and the delegation of the people with relevant experience and knowledge. • Revising the roles of the Turkish Red Crescent and all other organizations in disaster management. • NGO's should be accredited by the relevant official body. • Adjustment of societies and voluntary organizations within the system.
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OUTPUTS OF THE WORKING GROUP ON LOGISTICS-EMERGENCY SHELTER:

PROBLEMS	<ul style="list-style-type: none"> • Initially problems regarding response arise, due to the fact that many people are affected by the disaster. • At least 9 service groups are defined by Article 6 of Code no. 7269 and Regulation no. 12777 based on Article 4 of cited Code whereby extraordinary tasks are delegated to civilian authorities. However there were implementation problems. • Civilian authorities made more than necessary request regarding the disaster. • Data base was not developed. • The extent of the disaster could not be defined as of the first hours. • As for logistic assessment, there were problems with stockpiling and locality allocation of warehouses. • Governorships failed to offer place for tent villages and logistics (the locations on the plan were then turned into shanty town area and disaster emergency relief plans were not updated). • There were problems in the determination, planning and provision of needs stemming from lack of preparation. • Real and corporate persons benefited from donations concerning temporary and permanent housing needs in the earthquake area, pursuant to the decree Code no. 574. The Regional Disaster Coordination Office was established pursuant to the decree Code no. 576. and there were disputes between this body and the province of Kocaeli, which was its base, with concern to authorizations and protocols (authority disputes, entrance and exit of materials, lodging in prefabricated areas, etc.) • There were problems regarding the admission of materials both inside and outside the country. • Since they were least affected by the earthquake, military organizations undertook more tasks thereby giving the impression that they took more initiatives than any other body. • Irrelevant and unnecessary relief materials were sent.

- There were problems in the coordination of supplies (ie. tent canvas was forwarded to Sakarya and assembly equipment of tents to Düzce).
- The TRCS personnel faced difficulties at airports, and therefore relief materials could not be inspected.
- The TRCS was accused of not inspecting the relief materials.
- The TRCS failed in its task sharing activities with official bodies.
- There were problems in the distribution of relief materials, e.g.: most of the relief was forwarded to Bolu which was least affected by the earthquake.
- There were too many uncontrolled admissions of relief materials (The TRCS was authorized for the assistance in kind by the Decree of Prime Ministry Crisis Management Center, enabling it to deploy its own personnel at airports and customs)
- Turkey did not make any appeals during the acute stage (which should be made through the Ministry of Foreign Affairs with the Decree of the Cabinet) (the appeal was made 2-3 days later). During this period, international relief was unable to be provided . The military responded earlier as their disaster response plans were clear and certain. The military has the task of mobilizing its forces in cases of nation-wide defense and natural disasters.
- Civilian and military authorities failed to coordinate with each other, causing delay in response.
- Communication and coordination were delayed due to the civilian authorities also being victims of the disaster.
- Uncoordinated relief materials were forwarded by other provinces and the failure of the TRCS in managing the process during the first few days, was reflected in the media.
- The coordination of surplus relief materials was not realized.
- There are 7.000 currently ongoing lawsuits against official authorities regarding the 1999 earthquake.
- The OECD reported the financial figures of damage caused by the earthquake as 12-17 billion dollars, however as some of the items was not taken into account such as production and loss of stock, the actual cost of the earthquake was 24-25 billion dollars.
- The media should be constructive in all its broadcastings and publishings about the disaster.
- “Disaster rats” (ones who wish to benefit from relief although they are not disaster victims) benefited from relief.
- There was lack of coordination since there were too many relief admission points (airports, seaports, borders).
- There were no realistic needs assessment.
- Turkey should have a list of acceptable relief materials prior to disasters, according to which the relief shall be admitted. There was no problem with the legislation as Regulation no. 12777 constitutes a committee in cases of emergency (civilian authority, military commander, TRCS executives), however civilian authorities disregard the disaster plans and therefore the legislation was not implemented efficiently.
- Each institution made its own plan, but not in coordination with each other. There were implementation problems although the relevant legislation was in force.
- Every institution suffers from procedural deficiencies.

	<ul style="list-style-type: none"> • Institutions do not know how to make use of the legislation (ie. the representative of the Turkish Electricity Distribution Inc. (TEDAŞ) was warned for not supplying electricity and reminded of his duties), which resulted from not using human resources according to their “duties and authorizations”. • Although only 2% of the victims were saved by NGO’s, the media particularly highlighted this. • NGO’s have no responsibilities since they assist voluntarily, while public bodies do have responsibilities and may be adjudicated. • Long and middle term disaster management succeeded, while short term disaster management failed. • Central administrations gathered and benefited from persons in charge with the relevant experience and knowledge. • Donations stopped due to misuse of the media. • People act according to their personal preferences when purchasing houses rather than taking scientific data and safety aspects into consideration, since there is no prevalent disaster culture. • Competent authority problem.
Problems with International Organizations	<ul style="list-style-type: none"> • Foreign language problem • Unawareness of international relief legislation. • Problems on who will make international appeals. The Ministry of Foreign Affairs is authorized to make international appeals (coordination and legal communiqué). The General Directorate of Emergency Management (TAY) is in charge of coordination (ensures coordination between various institutions and ministries). • Turkey was charged for the freight of prefabricated houses (donation of Japan), covered by means of the loan granted by Japan. • In some cases, the cost of the incoming relief materials surpassed their benefits. • The needs were not properly determined, thus no request was made accordingly. Thus, no negotiation were made on the charges of irrelevant and unrequired materials. • International organizations provided assistance by collaborating with all relevant and irrelevant NGO’s in the country. These included missionary organizations. • No liaison persons were specified for foreign relief teams.
Shelter Problems	<ul style="list-style-type: none"> • The victims requested to be located near their own homes and tried to find solutions accordingly. • The TRCS had difficulties in immediately executing its priorities of providing shelter and food. • The provincial coordination centers should have specified the tent village areas in advance. • There were problems with selection of the location for temporary settlements (camps were set up on distant locations, thus few victims were housed in camps and the tents were not useful as shelter in the night). • The locations which appeared as tent villages in local disaster plans were outside settlement areas.
Transportation Problems	<ul style="list-style-type: none"> • The competent authorities seized trucks. But the closing of highways to unauthorized vehicles caused lack of vehicles to be seized for response

	<p>activities.</p> <ul style="list-style-type: none"> • The police and gendarme kept peace and order in the disaster areas in accordance with the legislation. • There was no problem with article 6 of Code no. 7269 (seizure authorization of civilian authorities), but there were certain implementation deficiencies. • Failure in the implementation of coordinated and organized transportation.
Governmental Facilitations	<ul style="list-style-type: none"> • A Monitoring Council was constituted by Decree no.576 as a result of the received assistance. • The monitoring reports were published in the Official Gazette. • Upon the completion of the intermediate and long term study on legislation, it was obvious that what has to be done was clearly drafted.
Improvements	<ul style="list-style-type: none"> • The New Special Provincial Administration Code, Metropolitan Municipality Code, and Municipality Code appointed new posts to these institutions regarding disasters. Relevant trainings should be given for these new posts. • Plans on the collaboration of civil and military authorities were developed. • The TRCS was restructured. • An Earthquake Council gathered in 2004. • Building Reinforcement Code was drafted and construction inspection system was developed. • Residential Standards improved. • The General Directorate of Emergency Management (TAY) was established. • Search and rescue teams were constituted in 11 provinces. • The Ministry of Health set up a new organization regarding disasters (National Medical Rescue Teams)
SOLUTION PROPOSALS	<ul style="list-style-type: none"> • Certain exemptions could be applied to the TRCS, like the Article 42 of the Code no. 7269 (brings exemptions to disaster victims) • All the institutions and organizations should educate the service providers with concern to the relevant legislation and procedures through in-service training. • The theoretical information should also be included in the in-service trainings, which authority to apply to should be known in case of a problem (UN, Ambassador, NS) • Conditional donations should not be accepted. • While drafting codes concerning disaster response, opinions of relevant institutions and organizations should be taken into account. • There is a legal problem concerning the TRCS. The TRCS should not be considered like the other associations, it should have a special status. • The work should be determined not based on initiatives, but on rules. In this respect, a system should not be dependent on persons but a system dependent on rules should be established. • Geographical and city information systems should be formed. • The rate of damage which could be faced by the regions likely to be affected by natural disasters should be determined and risk analyses should be made. • The method assessing various ways of how damage might occur, should be developed wherever disasters are a risk • Importance should be attached to urbanization. • Disaster management and planning should be done.

	<ul style="list-style-type: none"> • Importance should be given to disaster trainings in the cities prone to disaster. • All the relevant institutions should know and perform their disaster management duties. • The defects of the hierarchy in disaster plans should be remedied. • Plans should be updated. They should be reviewed and regulated not only at the moment of disaster, but periodically. • All the institutions should share their disaster relief plans mutually, they should be collected and compiled and the plans should overlap. • Problems of language should be solved through the use of volunteer translators. • The problem of coordination was solved, when the central administration took the initiative.
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OUTPUTS OF THE WORKING GROUP ON COORDINATION:

PROBLEMS	<ul style="list-style-type: none"> • All the institutions were caught unprepared, however they performed their duties as best as they could. • Problems of trust were experienced between the public and the institutions responding to the disaster. • As the provincial and sub-provincial governors were not well prepared, problems emerged in performing their duties at the time of disaster and on the stage of rehabilitation and in practise they could not successfully reflect the disaster training which they had received. • The work which was carried out was ignored by the media and unfair accusations were made • When the expectations of the disaster victims' for protection were not met, the problem of trust occurred and practices put on-show were brought on the forefront. • The authorities themselves became victims of disaster. • Political pressure was put on the TRCS and smear campaigns were carried out with use of wrongful quotations. • Problems occurred due to the lack of a disaster action plan. There are legal and practical problems therein. • Local authorities failed to use their full capacities. Problems arose due to failures in the implementation of the disaster response legislation as opposed to its inadequacy. • There are service groups, but they are lacking in strategy. Relevant were issued after 1999, but prior to this there was the problem of foresight. • When the international relief organizations arrived, it was not known as to who would guide them. • There were problems in search, rescue and determination of needs. • As the buildings which had already been searched were entered once again, time was wasted. • There is the lack of reporting concerning the search and rescue work which was carried out. • There were security problems. • Certain teams acted outside their aims. • There was no search and rescue network set up for neighborhoods and streets. • The duty service groups were not determined. • There were problems in indicating the areas to be expropriated. In the selection of land, Treasury land should be given priority. • Efficient communication could not be ensured in the acute stage. • Net information could not be obtained regarding the impact of the disaster and thus there were practical problems and in terms of assessing the needs. As a result, the areas of duty which should be focused on and areas of service could not be immediately determined. • As the public was not informed correctly and sufficiently during the initial stages, unrest emerged. The materials concerning communication could not be used. • As there were no geographical information systems, the necessary information could not be accessed as soon as possible and the necessary
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	<p>information was not effectively and correctly circulated.</p> <ul style="list-style-type: none"> • There were problems in terms of collecting and distributing the relief, organizational defects emerged. • Inappropriate relief materials were received from abroad and brought into the country without assessing the needs. • There were problems with customs (acceptance of materials, delivery to the region). • Problems emerged in the acceptance of relief in cash. • There were difficulties in determining the points for the distributions of food and relief materials. • The coordination could not be ensured among the institutions. This situation had an impact on all the relief activities which were carried out. • There were problems of insurance and tax regarding the temporary staff employed in the disaster area. • There was a coordination problem with regards to NGOs in terms of search and rescue. • Search and rescue teams were not well directed • Legal problems emerged in the acceptance and dispatching of search and rescue teams in Turkey and from abroad • The problem of first aid emerged in search and rescue activities • Search and rescue activities were not carried out in a planned and programmed way • Emergency relief allowance was received but there were problems in its distribution and the local administration was unable to distribute . • Difficulties emerged in the damage assessment and rightful ownership. There were objections to damage assessments. The teams inspected these buildings again, applied to the courts, problems with expert witnesses and different damage assessment reports were made for the same buildings • As there was no efficient communication, problems emerged in ensuring the public order and security initially • Inappropriate relief was received • There were problems in the classification of the donated relief • Relief for purposes other than disaster aims was received • The central administration tried to develop and resolve the deficiencies of coordination through the use of Decree no: 583 and 600. However a Department, the structure of which still has not been established and for which a regulation has not been prepared, is still trying to function.
Solutions which were developed in practice and various improvements	<ul style="list-style-type: none"> • Centers of acceptance were established at airports, officials from the Foreign Ministry, Turkish Armed Forces (TSK), civilian authorities and the TRCS took up their positions there and guided the incoming groups • Turkish search and rescue regulation is being prepared by the General Directorate of Civil Defense (it should be prepared by the Ministry of Defense during the event of disasters, accidents, etc.) • The Ministry of Health initiated a new structure following the earthquake. • Certain coordination problems were solved in the area with the guidance of the search and rescue service group of the Provincial Crisis Centers.

	<ul style="list-style-type: none"> • As there were problems with the records kept by the mukhtars (heads of villages and neighborhoods), cash was distributed based purely on the declaration of the mukhtars • A study was initiated in order to determine damage assessment criteria • Crisis centers were regulated on a 24-hour basis by taking the relevant legislation into consideration • Acceptance of relief began to be controlled • Relief material was blocked at the entry points of the disaster area • The press informed the public on the type of relief materials which should be donated • Protocols with 104 search and rescue teams have recently been made • Cooperation was made with the Association of Amateur Radio Broadcasters • The Special Provincial Administration, Metropolitan Municipality and Municipality Laws were made in 2004 and 2005 but there is still a lack of infrastructure at Governor's Offices and Municipalities. • The Mandatory Earthquake Insurance and the Law on Building Control numbered 587 should be urgently updated and implemented. • The Central Administration brought a new dimension to coordination with Decrees numbered 583 and 600 but its infrastructure has not yet been depicted nor has its regulation been issued .
SUGGESTIONS	<ul style="list-style-type: none"> • An emergency communication system should be used in provinces • A Geographical Information System should be used • The central administration in the Disaster Management should be saved from multi-management and a sole mechanism responsible for directing, controlling, training and disciplining should be established. • The personnel to work for the Disaster Management should be professional. • Training and drills should be carried out in compliance with its aims. The elements of the coordination should be relevant to national and international practices whilst being informative and based on experiences.

3.2.1.2. International Disaster Response Survey on the 1999-Marmara Earthquake

The mentioned survey⁴², was conducted on relief organizations which participated in the 1999-Marmara Earthquake and were active in the stage of response⁴³.

The survey's aim was to collect information on the problems which were faced in the stage of response, the stages during which the mentioned problems emerged the most and the solutions developed by the organizations for the problems, facilities provided for them.

The questions asked in the survey and the answers submitted, can be examined as follows:

1. "Please rate the frequency with which your society has experienced legal or bureaucratic problems or delays in obtaining entry of any of the following items during

⁴² The surveys which were sent to the organizations that have have participated in the 1999-Marmara Earthquake operation are attached (See Attachment 3)

⁴³ Annex 5: list of organizations completing the survey

the 1999 Marmara Earthquake in Turkey (99 Earthquake) in connection with the disaster relief operation.”

52.2% of local organizations completing the survey said that there were problems in the acceptance of relief into Turkey during the relief operation. As for the distinction between the relief which was accepted by Turkey, it can be understood that local organizations suffered mostly from problems regarding the acceptance of vehicles.

2. “When did entry problems most commonly occur with concern to the above-mentioned relief materials?”

The period in which local organizations faced problems the most concerning the acceptance of relief was during weeks 1-2 and 2-4 and that they had faced less problems during the sixth and eighth weeks. The answers given by the participations who chose the other options are as follows:

- There were problems particularly in the acceptance of medical supplies
- The entry and acceptance of all sorts of previously used relief materials and which lacked standard packaging, created problems.
- The problem of time emerged due to the official correspondence and certain vehicles were not accepted; some parts of relief materials were kept at warehouses. As the pace of initial weeks turned into a routine following the first month (such as the delivery of equipment), the work therefore slowed down.
- The bureaucratic process for the entry of equipment from abroad, the process of customs for the communication equipment etc; the legal processes of other equipment and land vehicles caused a waste of time.

3. “If you chose other than “never” and “rarely” in the 1st question, please summarise how these problems were solved.”

The solutions which were developed for the **problems** faced by local participants are as follows:

- Problems were solved as part of the activities of the Prime Ministry’s Crisis Management Centre.
- Problems were solved either with the communiques, circulations and Decrees issued by the Cabinet or Ministries.
- Problems were solved generally through mutual meetings with high-ranking officials and international institutions and organizations.
- Following such meetings with officials from the organizations, the high-level solutions was ensured.
- Problems were solved by taking initiative and establishing sympathetic channels.
- Customs initially did not allow the import of medical supplies without VAT payment After the Prime Ministry’s Crisis Center as well as the Ministry of Finance and the Customs Undersecretariat were informed on the issue, medical supplies were imported without VAT upon the written order received by the Directorate of Esenboğa.
- The TRCS facilitated the customs process for the Red Crescent and Red Cross Societies
- Problems often emerged in the implementation stage concerning the legislation. The personnel involved in disaster management abstained from obeying and implementing the rules. Coordination was a serious problem and everybody tried to effect the same duties at the same time.
- After the transportation problems were solved, the relief began to be received; communication problems were solved after the technical problems and the

infrastructure work was completed. The need for sniffer dogs were met with the dogs brought in from the relief teams from abroad.

- Efforts were made to provide solution in coordination with the Heads of TRCS Teams and officials from the Customs who worked for the crisis desk. Many processes were carried out, upon the urgent need to be solved afterwards. Problems of communication and understanding emerged, particularly because the medical supplies were not identified by our country and there was no such a practice.

4. “How often did your organization face the below-mentioned problems concerning the response to the 1999 Earthquake?”

As for the categorization of the problems which were faced in terms of their subject matters, 45.5% of participants indicated the lack of coordination between the Prime Ministry’s Crisis Management Center and the Provincial and Sub-Provincial Crisis Management Centers; 54.5% of participants stated unnecessary or inappropriate relief; 22.7% of participants stated that certain earthquake victims showed activities to support a religion or change their faith; 13.6% of participants stated that uneducated personnel were used; 4.5% of participants stated that the international relief personnel displayed certain behavior inappropriate to the culture in Turkey and 9.1% of participants indicated that they had faced problems spread concerning separatist activities, opinions among the disaster victims (total of those who chose the alternative of “often” and “always” options).

5. “Has your organization encountered any legislative or bureaucratic problems in its disaster relief operations during the 99 Earthquake that substantially impeded its work but are not mentioned above?”

Those who stated they faced problems other than those concerning the legislation or the bureaucratic structure indicated the following:

- There were neither applicable plans which were prepared in accordance with the current provisions of the legislation, nor were there educated personnel on the issue of disaster response. Efforts were made to learn the provisions of the legislation during the disaster.
- The problem of freight price emerged in the prefabricated house materials which were shipped from Japan.
- It was stated that the Crisis Center would be established at Atatürk Airport and activities of the crisis desk at the harbour were halted. However, the crisis desk at the airport went into operation following high-ranking meetings which were held again.
- The request for VAT for medical supplies; lack of warehouse document of donations, and the request for payment in return for water which was used
- The personnel who were appointed for a short period of time (15-20 days) outside the province failed to work productively. After those from other provinces, returned to their provinces, documents covering their work period could not be found. Since regular records of fixtures at crisis centers were not kept, there were and still are difficulties in finding locating post-earthquake materials.
- Standards of materials for pre-disaster response should be determined beforehand, request should be made from a selection of materials for which standards have been determined and those which have not been requested should not be sent. The issue of personnel should be taken seriously by institutions and personnel who are capable of responding to disasters should be trained prior to them
- Actual response and command units could not be established due to the complex structure of the Crisis Center’s guidelines. Code no:7269 was insufficient and

command and control centers were conducted in line with directives from the provincial and sub-provincial governors according to provisions of Code no:5442

- Extremely strict or flexible behavior in certain applications of customs legislation
- Nobody having complete knowledge of the disaster response legislation
- Inadequate determination of tasks at the local level
- As the local dimension, municipalities took a secondary position during decisions taken at the response stage with regards to the management of the disaster
- There were implementation problems between the governor's office and the municipality
- Waste of resources
- The delay in the approval of making the international appeal
- The lack of disaster system management in our country
- Insufficient personnel or volunteers to deliver the relief materials
- Seizing the materials which were received on behalf of the TRCS and failure to deliver them to those in need
- In general, second-hand clothing was received
- The TRCS personnel who had no information on the customs legislation worked reluctantly for the customs
- Many countries made offers to provide relief materials which were accepted without determining the needs, some of these materials had previously been used therefore they were of no use. There were difficulties in delivering the materials to the relevant places.

6. If you chose other options apart from “never” and “rarely” in the 4th question, please summarise how these problems were solved.

Concerning the above-mentioned problems, when asked how they were solved in the stage of application, those who responded, listed the methods of solution they developed as follows:

- Problems were solved by meeting officials from the relief organization
- If we evaluate the determinations made by our security forces, the management and tent town activities in particular were kept under control and the relief in kind was distributed in locations indicated by the administration in a controlled manner.
- Problems were solved with the interventions made by security forces and relevant units
- Personal relations and efforts
- Problems were solved after the conditions were established so that officials from civil authorities could fully conduct their duties on time
- The solution was ensured after meetings were held with the Directorate of the Crisis Desk and the functioning of the system was explained to the personnel
- The problem was given some time and contact was established with persons able to initiative in problem solving
- Problems were solved by informing higher authorities and a request was made for the situation to be improved and by reminding international teams about the necessary issues
- Certain problems which were faced in the field were solved as a result of the positive approach of the Governorship and by taking the written statement from the Crisis Management Centre and relevant person
- Foreign relief personnel were informed on the nature, rules and religious beliefs of the local culture and certain problems were avoided accordingly

7. With exception to the issues mentioned in the question **“Please indicate if your organization faced any problems concerning the international disaster interveners other than those indicated in the 4th question,”** main subject headings indicated by the respondents concerning the problems therein are as follows:

- Initially, there was a negative stance towards the incoming foreign relief personnel
- The administration preferred to select the disaster victims to be located in the tent village and prefabricated houses, itself. The reason shown, was to hinder the missionary activities.
- There were problems particularly with the employment of medical personnel from abroad, locations for their activities, their security and shelter.
- The medical supply, particularly the drugs had expired and they were unclassified thus causing problems with their distribution
- The society’s weakness and helplessness caused by the disaster was used to create certain practices to manipulate the society’s values
- There were problems with transit permits, visas, protective health measures, transportation and foreign language. There was a gap in communication due to the limited number of personnel speaking a foreign language
- The incoming relief materials/teams could not be properly directed due to the lack of disaster planning and coordination.
- The foreign relief personnel were sometimes approached with excessive sympathy and their unnecessary requests were met; on other occasions, requests were not met because of unnecessary/negative prejudices and suspicions.
- The excessively suspicious stance particularly against the NGOs and local institutions negatively affected their motivation to work
- The lack of information on the components and functions of the Red Crescent and Red Cross Movement
- The inability to understand the nature of the work of international relief organizations and their service areas
- The failure in transportation, communication, correspondence and needs assessment
- Local civilian authorities’ lack of sufficient knowledge on the international legislation
- There were problems with the TRCS’s crisis centers.
- As the 1999-Marmara earthquake covered a period in which negative prejudices were developed in terms of the institution, the delivery of the relief to relevant places persons and work places and the distribution of food and beverage,etc. only formed a small part of the problem etc.
- The most vulnerable families were always not targeted in the selection of those to benefit from the disaster relief

8. **“Has your organization benefited from the facilities provided by the government of Turkish Republic during the response to 1999-Marmara earthquake?”**

72.7% of participants stated that they had benefited from these facilities and 4.5% stated that they had not. In the distinction concerning the kind of facility, 37.2% indicated the customs facilities, 18.2% the liability facilities and 13.6% with concern to taxes, reductions and insurance. Other facilities were indicated as follows:

- Facilitating the work that we carried out and providing a better atmosphere
- Reductions and exemptions were provided in all kinds of taxes and insurances concerning disasters

- All of our needs were met.
- Overtime was compensated for the personnel
- Electricity, telephone and communication services were provided free of charge.
- Transportation and warehousing facilities were ensured
- Facilities were provided for the international teams regarding passport processes and entries.

9. “Did your organization supply materials from abroad during the 1999-Marmara earthquake?”

45.5% of participants replied to this question positively, whereas 36.4% stated that they did not receive materials. Among the primary materials were the equipment temporary shelter and for debris removal; tents, containers; vehicles; rescue vehicles; clothes; food; medicine; medical supplies; all sorts of relief materials; technical equipment (tools for communication, computer, delivery equipment), field hospital, water sanitation unit, tools and equipment for debris removal.

10. “Related to the 1999 Earthquake, have there been any claims brought against your organization or its personnel (staff or volunteers) as a result of the disaster operation?”

36.4% of respondents answered this question negatively and 45.5% positively.

11. Those who answered the question “**If you replied to the question above positively, what are these claims?**”, stated that they had faced claims concerning the issues of rent disputes and negligence. Other claims indicated by the respondents are as follows:

- Relief activities were not impartial and new preferences emerged.
- The personnel lacking in necessary knowledge and social skills were used,
- Relief was used for purposes other than relief
- Lack of trust
- Seizure of disaster relief materials
- Media’s smear campaign against the TRCS
- Donors accused the personnel of not sending the relief materials to the addresses that they had requested.

12. “Have any of your organization’s staff or volunteers ever been investigated, arrested, or jailed upon accusation of a criminal activity while participating in a disaster operation during ’99 Earthquake?”

27.3% of those who answered this question stated that investigations had been carried out and 4.5% said that arrests had taken place.

13. When it was asked “**Has any possible criminal investigation or arrestment hindered your organization’s relief operation seriously,**” 18.2% of respondents stated that it had and 22.7% said that it had not constituted an obstacle. Those who replied positively to the question indicated the impacts of this situation as follows:

- Negative impact on the workers’ motivation
- The public opinion’s confidence in the organization was shaken.
- The Principles of the International Red Cross and Red Crescent, Code of Conduct, Principles of Disaster Response
- Serious demoralization and reluctance to work

- A great deal of waste of time during the clearance relief from border gates,
- Directing the materials to their own units.
- Although the distribution of food at the disaster area is the basic duty of the TRCS, private food distribution companies initiated a smear campaign against the TRCS in order to distribute the food for higher prices.
- Problems of image and confidence.

14. 72.7% of respondents answered the following question negatively and 13.6% positively: **“Did your organization’s personnel who served in the 1999 Earthquake receive any briefing concerning international and/or national legislation during the response?”** Only one participant who answered positively, gave the following detailed information: “The ‘science council’ consisting of the scientists from various universities and other organizations and institutions carried out the scientific study concerning the earthquake in our district.”

15. “How often did your organization use the below mentioned tools during the 1999-Marmara Earthquake disaster response operation?”

The extent of benefit from agreements, principles, decisions, concerning international disaster response law, as listed in the survey, was asked with the above question. In this context, the mostly used tools and their usage rates were stated as follows: Code of Conduct for The International Red Crescent and Red Cross Movement and NGO’s in Disaster Relief and its annexes: (22.7%), Customs Agreement on A.T.A. Certificate Concerning the Temporary Acceptance of Goods (A.T.A. Contract): (18.2%), Declaration of Principles of International Humanitarian Relief to Civil Society in Cases of Disaster (21st International Red Crescent and Red Cross Conference Decision): (18.2%), Contract on the Temporary Acceptance of Goods (Istanbul Agreement) 1990 – Annex B9 on Relief Materials: (13.6%). Other regulations were also used.

16. According to the answers given to the question **“Has your organization received any of the below-mentioned relief from the government of the Turkish Republic during its activities in the 1999 earthquake?”**; 31.8% of participants stated that they had benefited from security assistance, 27.2% stated that they had benefited from free or discounted transportation and 18.2% stated that they had received the aid of free or discounted price for buildings and facilities.

17. 50% of participants answered the following question positively: **“Has the disaster response operation conducted by your organization been supported by any provincial/sub-provincial crisis management center?”** Those who answered the question positively indicated the type of support as follows:

- I know, that sub-provincial crisis centers were supported by the Prime Ministry’s Crisis Management Centers, as I worked for provincial crisis centers.
- Services for evacuation, transportation and shelter of disaster victims, damage assessment, rightful ownership, selection of places and social support were conducted in coordination with provincial/district crisis centers.
- The support was unable to be given during the first week and starting from the second week the activities were carried out under the administration of local (provincial or district) Crisis Management Centers
- The work was coordinated within the frame of possibilities.
- In the Regulation no: 88/12777 on the Principles of Emergency Relief Organizations and Planning Merits Concerning Disaster, the coordination of organizations and

service groups in disaster plans was organized at the Crisis Center and supported by the Crisis Center financially and in terms of relief materials.

- The work was carried out in search and rescue efforts in parallel with Crisis Centers.
- The Crisis Centers, in almost all regions of Turkey have made maximum efforts to deliver all sorts of assistance to our district; collecting relief materials and assisting in the centers managing and distribution of them.
- The work was carried out in coordination with Provincial and District Crisis Centers as required by the Incorporation Code and the delivery and administration were made through them and the relief teams from other provinces and abroad supported them.
- Assistance was received with respect to the coordination
- The support was received in terms of meeting the needs
- The priority demands were met
- Help was received in terms of establishing the tent village.

4. Conclusion and Suggestions.

Besides the losses caused by the 1999-Marmara Earthquake, efforts of recovery which were initiated immediately afterwards and the importance gained by the principles of risk-decreasing, led to legal and institutional aspects of the system of national disaster management to be reviewed and amended in accordance with the needs and requirements.

In this respect, 1999-Marmara Earthquake provided much gain/improvements both at the national and international level. The outstanding aspects of the mentioned improvements can be listed as follows:

- The TRCS initiated its restructuring process following the 1999-Marmara Earthquake. In this respect, AFOM (Disaster Operation Center), regional and local disaster response and logistic centers were established; stocks were renewed, stock standards were increased; technological developments were provided (data processing network in its Headquarters was established; modern standards were achieved with communication tools); in-service trainings concerning the TRCS's areas of work were carried out and the personnel participated in the international trainings used as a tool in disaster response; a modern approach was adopted in human resources management. The Institutional Resource Planning Project (ERP) was initiated and the branch development was brought in the forefront.
- Certain problems and obstacles which were determined to have derived from the legislation were solved and certain deficiencies were addressed.
- Every institution initiated its own planning regarding the problems experienced in disaster response.
- Importance has begun to be attached in to risk reduction.
- Disaster trainings have increased
- Individualism was brought to the forefront in disaster management.
- The number of non-governmental organizations (NGOs) increased.
- The new Code on Special Provincial Administration, the Code on Metropolitan Municipalities and the Code for Municipalities, determined new duties regarding disasters for these institutions
- Plans for the cooperation of the civilian authority and the military authority were developed
- The Earthquake Council was held in 2004.
- The Code for the Strengthening of Buildings and the construction control system were developed

- Housing standards were developed
- TAY was established
- Search and rescue teams were established in 11 provinces
- The Ministry of Health initiated restructuring concerning disasters (national medical rescue teams)
- Reception centers were established at the airports; the Turkish Armed Forces (TSK), civilian authorities and officials from the TRCS took their places there and the incoming groups were directed by them.
- Turkish Search and Rescue Regulation was prepared by the General Directorate of Civil Defense (it should be prepared by the Ministry of Defense in the events of disasters, accidents, etc.)
- Certain coordination problems were resolved in the field with directions of the search and rescue service of provincial crisis centers.
- A work was initiated in order to indicate the damage determination criteria.
- The relevant legislation was taken into consideration and crisis centers were regulated on 24- hours basis.
- Acceptance of relief materials began to be controlled
- Public was informed through the media on the type of relief materials to be forwarded
- Protocol was recently made with 104 Search and Rescue Teams
- Cooperation was made with the Association of Amateur Radio Broadcasters.
- The Central Administration brought a new dimension to the Decrees no: 583 and 600, but its infrastructure and regulation has still not been prepared

As a result of the study, as well as the literature screening and workshop and survey which were conducted with representatives of domestic and foreign relief personnel who have participated in rapid reaction operations for 1999's earthquakes and literature screenings, it became possible to reach groups having general problems concerning the process of response and to achieve successful applications and suggestions. Such information will contribute to the formation of immediate, efficient and equipped disaster response systems, relief teams and response operations and the development of the international disaster response law for the possible future disasters.

Problems which were determined as a result of the work can be grouped as follows:

a) Suggestions on "Customs":

- Temporary regulations should be made specific to the disaster period.
- The legal work to regulate the special exemption concerning the relief implementations should be made
- Preliminary agreements should be drafted with the General Directorate of Press and Information and Ministry of Foreign Affairs.
- Preliminary agreements should be drafted with the General Directorate of State Airports (DHMI) and companies rendering the ground services.
- Special personnel responsible for relief should be employed with duties. Valid procedures and principles for all situations and conditions should be determined
- The field exit arrangement should be made
- The renewal and regulation of borders within the disaster management system (exemption right through bilateral agreements with the Ministry of Transportation)
- Special provisions should be made in the customs law with regards to disaster relief
- The Ministries of Finance and Transportation should provide facilities concerning the relief implementation

- The period of customs processes and withdrawal of the relief from the customs should be extended and facilitating arrangements should be made

b) Suggestions on “Service providers and Freedom of Movement”:

- Laying down the rules to be obeyed by the personnel and institutions working in disaster response (clearly determining the authority and responsibilities)
- The requirement of foreign language of personnel working in disaster response
- Prior preparations of the institutions
- Permitting the duty-free transit (regarding logistic, customs, education, etc.)
- Drafting regional agreements
- The proper determination of the rules concerning the application of disaster response management by directors and the use of their initiation when necessary therein
- Ensuring coordination among the organizations (determining the roles and responsibilities, legal regulations)
- Updating disaster response plans of organizations and carrying out in-service training
- Regulating the legal applications of foreign personnel’s entrance into the country until their exit
- The continuous and practical training of personnel
- The local administrations should be given more active roles in disaster response and current resources of local administrations should be included in disaster response
- The Red Crescent/Red Cross teams coming from abroad should pursue their activities under the coordination of the TRCS
- Human resources management should be given more importance in disaster response management
- The role of the TRCS and all the other organizations involved in disaster management should be reviewed
- The inclusion of associations and volunteer organizations should be determined by legislation

c) Suggestions about logistics-urgent shelter

- Certain exemptions could be brought to the TRCS such as Article 42 of Code no. 7269 (brings exemptions to disaster victims)
- All the institutions and organizations should teach the service providers the relevant legislation and procedures through in-service training
- The theoretical information should be included in the in-service training, which authority to apply to should be known in case of a problem (UN, Ambassador, NS)
- Care should be taken in the acceptance of certain relief in kind
- When issuing laws concerning disaster response, opinions of relevant institutions and organizations should be taken into account
- There is a legal problem concerning the TRCS. It should not be considered the same as other associations, it should have a special status.
- The work should be determined not with initiatives but rules. In this respect, a system dependent on rules not persons should be established
- The geographical and urban information systems should be developed
- The rate of damage which could be faced by the regions likely to be affected by natural disasters should be determined and risk analyses should be made
- The method assessing various ways of how damage might occur, should be developed wherever disaster are a risk
- Importance should be attached to urban transformation.

- Disaster management and its planning should be carried out
- Importance should be attached to issues of disaster training in disaster prone cities
- All the relevant institutions should know and perform their duties within disaster management
- The defects in the hierarchy of disaster plans should be removed
- Disaster Response Plans should be updated. They should be revived and regulated not only at the moment of disaster but periodically.
- All the institutions should share their plans of disaster relief mutually, they should be collected and complied within the same aim and the plans should overlap

d) Suggestions about coordination

- A single emergency communication system should be used in the future
- The Geographical Information System should be used
- Central administration in the Disaster Management should be saved from multi-management and a single but central directive, controlling, training and disciplining mechanism should be established
- The personnel to work for the Disaster Management should be guided to be professional.
- The training and exercises should be carried out in compliance with its aims. The elements of the coordination should be relevant, informative and based on national and international practices

e) General suggestions

- One part of the study carried out, was to send a survey to the representatives of international relief organizations who participated in the disaster operation work 1999-Marmara Earthquake. Although a total of 104 institutions actually participated in the disaster operation and efforts were made to contact 44 international and 23 national organizations through the survey, only 2 surveys were returned from the mentioned international organizations and 15 from the national organizations. This situation can be considered the indication of the interest/indifference in the issue. Besides, such organizations as the World Bank which have important roles in international disaster relief left the survey unanswered on grounds that “they could not establish contact with their personnel working during the year 1999” and this situation shows the “lack of organizational memory,” when indeed one of the most important aspects of the international relief work is reporting.

Reports particularly about the work of institutions and personnel working for the disaster response area should be kept regularly. Sources of general problems about the functioning of the system, suggestions for solutions and successful examples will be able to be shared this way.

- As part of improving the current system of disaster management in our country, the TRCS’s disaster management and the applicability of the model in which local managements take place preferentially and which were developed in relation with the disaster response process in disaster response operations should be increased.
- Tax exemption provisions should be rearranged.
- Disaster legislation implementation should be centralized and coordinated from that central body.
- The TRCS should have priority and it should be exempt from the Special Consumption Tax (ÖTV) and Value Added Tax (KDV).
- The Turkish Red Crescent Law should be enacted rapidly.
- The relief donated following the disaster operation should be considered as exempt from the tax.

- Certain arrangements which caused a reduction in the TRCS's income has weakened the institution's financial strength. Therefore, searches for new resources should be made

In spite of all the recoveries and improvements following the 1999-Marmara Earthquake, there are still certain problems which should be solved and certain integrated approaches should be brought to disaster legislation and disaster response operations encompassing public and private institutions, non-governmental organizations (NGOs) and international organizations as well. In this respect, it is of great importance that certain applications in relation to international response operations are put forth on the basis of countries and a legal system is developed by benefiting from them.

Suggestions and findings we have obtained from the workshop overlap with the suggestions and findings which were indicated in the final document of the Work on Balkan Countries Red Crescent and Red Cross Associations Regional Disaster Response Law which was carried out in the Serbian capital of Belgrade, 24-26 September 2004⁴⁴.

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⁴⁴ Annex 9: Final Document of the Work on Balkan Countries Red Crescent and Red Cross Associations Regional Disaster Response Law

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Earthquake Regions and Number of Provinces Located There

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ATTACHMENTS

List of Abbreviations:

DASK	: Natural Disaster Insurances Organization
DASK	: Natural Disaster Insurances Organization
DPT	: State Planning Organization
KHK	: Decree Law
KYM	: Office of the Prime Minister's Crisis Management Center
TAY	: Turkish Directorate General of Emergency State Management
TBMM	: Turkish Grand National Assembly
UDK	: National Earthquake Council

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Annex 1: Method of Research:

Activities	Date	Activity Applier
Literature research	February-March 2006	Coordinators*
Country analysis	February-March 2006	Coordinators
1999- Marmara Earthquake Workshop	9.3.2006	Coordinators and 1999-Marmara Earthquake Turkish Red Crescent IDRL Working Group*
National and international legislation research concerning the Disaster Management	February-March 2006	Coordinators
Meeting structured with Turkish Red Crescent's General Director Ömer Taşlı concerning the 1999-Marmara Earthquake disaster response law	March 27, 2006	Coordinators

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 Alper Ulucan, AFOM, Specialist
 İpek Gümüştekin, Turkish Red Crescent, International Relations, Specialist
 Funda Gülay Ünal, Turkish Red Crescent, Department of Training, Specialist

Annex 2:1999-Marmara Earthquake Workshop Groups and Lists of Participants

Groups	Participants	Organization	Moderators/Organizations
Customs	1. Reyhan Elmalıdağ	.IFRC	Çiğdem Bayram (Turkish Red Crescent) Bige Güven
	2. Levent Sevinçok	MAFOM	
	3. Hasan Çekiç		
	4. Gülden Akınay	Customs Undersecretariat	
	5. Aysel Kökçü	Turkish Red Crescent	
Service Providers and Free Movement	1. Selma Koç	Turkish Red Crescent	Serap Arslan İpek Gümüştekin (Turkish Red Crescent)
	2. Özlem Demirel	IFRC	
	3. Zekai Sariaslan	SSGM	
	4. Ali Rıza Özcoşkun	Foreign Ministry	
	5. Adnan Şimşiroğlu	General Command of Gendarmerie	
	6. Gürbüz Koşar	General Staff	
Logistics Urgent Shelter	1. Oktay Koç	Turkish Red Crescent	Funda Gülay Ünal-Bayram Selvi (Turkish Red Crescent)
	2. Mustafa Aytemiz	Turkish Red Crescent	
	3. Turan Erkoç	Directorate General of Disaster Affairs	
	4. Altan Demir	General Staff	
	5. Yavuz Oruç	General Command of Gendarmerie	
	6. Mehmet Fatih Bilgeç	General Command of Gendarmerie	
	7. Şahin Ünver	Turkish Red Crescent	
Coordination	1. Taşkın Hoşver	Turkish Red Crescent	Ali Ufuk Gündüz (Turkish Red Crescent)
	2. İrfan Sadı Arıkan	TAY	
	3. Ahmet Bumin Şengün	SSGM	
	4. Muzafer Şen	Land Forces Command	
	5. İlhan Öztürk		
	6. İsmail Yıldırım	AİGM	
	7. Banu Ertuğrul	Turkish Red Crescent	

Annex 3: 1999-Marmara Earthquake IDRL Surveys (Public institutions in Turkey and International aid organizations)

1) Survey sent to National Organizations



Turkish Red Crescent Association
International Disaster Response Law (IDRL) Survey
for
1999- Marmara Earthquake

Due Date: 03 March 2006

Name of Organization	
Contact Person	
Duty	
Address	
Phone	Email:
Date of survey	
Use of survey results	
The individual responses to this survey will be kept confidential. While representative comments may be quoted, no specific attribution will be made to any individual, organization or person. Contact information is requested only for purposes of verification and for clarification of responses, if needed.	
How to submit the survey	
<p>Please complete the following form, answering all questions with as much detail as possible.</p> <p>You can use additional pages and attachments. Please do not hesitate to contact us for your further questions about the survey using the contact information below.</p> <p>The completed survey and any additional pages / attachments should be send</p>	

back via the same mail address or to the address below:

Turkish Red Crescent Society
 Ataç 1 Sk. No:32 Yenisehir - Ankara, Türkiye
 Phone: 0 312 431 11 58 Fax: 0 312 431 11 58
 Email: bayrams@kizilay.org.tr

Introductory Note

This survey which is conducted by the Turkish Red Crescent Society aims to define and reveal problems that were encountered by all the organizations involved in the '99 Marmara earthquake disaster response operation and to develop new approaches to the challenges within this conducts we target to reach to all organizations who had been actively participated in this disaster response operation through this survey.

Results to be obtained from this survey will contribute to the “Case Study of 1999’s Marmara Earthquake” to be presented during the International Disaster Response Law European Regional Meeting which will be held in Antalya in May 2006.

1. Has your society experienced any legal or bureaucratic problem in obtaining entry of any of the following items during 1999 Marmara Earthquake in Turkey in connection with disaster relief operation?

Yes No

If so, how? (You can chose more than one)

	Never	Infrequently	Sometimes	Frequently	Always
Personnel					
Food					
Medications					
Other relief goods					
Telecommunications					
Equipment					
Sniffer Dogs					
Other Equipment					
Ground Vehicles					
Airplanes and helicopters					
Ships and boats					
Foreign currency					

2. When do entry problems most commonly occur?

	Never	Infrequently	Sometimes	Frequently	Always
First week					

1-2 week
2-4 week
4-6 week
6-8 week

Other (please indicate).....

3. If you chose other than “never” and “rarely” in the 1st question, please indicate how these problems were solved briefly.
4. How often your organization faced the below-mentioned problems concerning the response to 1999’s Earthquake?

	Never	Infrequently	Sometimes	Frequently	Always	Never
Lack of coordination between the Office of the Prime Minister’s Crisis Management Center and Provincial and Districts’ Crisis Administration Centers						
Receiving unnecessary or inappropriate relief						
Disaster victims’ activities to support a religion or change the faith						
Disrespect to other humanitarian principles (terms which are indicated in international documents that we contracted the SPHERE Project)						
Use of uneducated personnel of low quality						
International aid personnel’s displaying certain behavior inappropriate to our country’s culture						
Activities of spreading separatist/dividing opinions among the disaster victims						

5. Has your society encountered any legislative or bureaucratic problems in its disaster relief operations during ’99 Earthquake that substantially impeded its work but are not mentioned above?

If so, please describe.

6. If you chose other than “never” and “rarely” in the 4th question, please indicate how these problems were solved briefly.
7. Please indicate if your organization faced any problems concerning the international disaster interveners other than those indicated in the 4th question. (If necessary, please use additional papers).
8. Has your organization benefited from the facilities provided by the government of Turkish Republic during the response to 1999-Marmara earthquake?

Yes No

If so, please indicate.

	Never	Infrequently	Sometimes	Frequently	Always
Customs					
Liabilities					
Tax exemptions					
Reductions					
Insurance facilities					

Other (If available, please indicate).....

9. Has your organization received materials from abroad following 1999- Earthquake?
Yes No

If your answer to this question is yes, please indicate.....

10. Related to 99 Earthquake have there been any claims brought against your society or its personnel (staff or volunteers) as a result of disaster operation?

Yes No (If not, please skip to question 14)

11. If so, what types of claims were brought? (check all that apply)

Vehicle accidents
Rental disputes
Breach of contract
Construction
Negligence
Other (please specify):

12. Have any of your society's staff or volunteers ever been investigated, arrested, or jailed for alparted criminal activity while participating in a disaster operation during '99 Earthquake?

	Yes	No
Investigated		
Arrested		
Jailed		

- 13.** Has the potential of criminal investigations or arrest ever substantially impeded your society's response to disaster during '99 Earthquake?

Yes No

If so, how?

- 14.** Has your organization's personnel been briefed on the international and/or national legislation for the '99 Earthquake?

Yes No

If so, on which issues?

- 15.** Has your society made use of any of the following instruments for '99 Earthquake relief operation?

	Never	Infrequently	Sometimes	Frequently	Always
Convention on the Simplification and Harmonization of Customs Procedures (1973) (Kyoto Convention), Specific Annex F.5		x			
Revised Convention on the Simplification and Harmonization of Customs Procedures (1999) Specific Annex J, Chap 5					
Customs Convention on the A.T.A. Carnet for the temporary admission of goods (1961) (A.T.A. Convention)					
Convention on Temporary Admission (İstanbul Convention) 1990- Annex B9 on relief consignments					
Tampere Convention on the Provision of Telecommunication Resources for Disaster Mitigation and Relief					

	Never	Infrequently	Sometimes	Frequently	Always
Operations					
Measures to Expedite International Relief (Resolution of the XXIIIrd International Conference of Red Cross and Red Crescent (1977) and UN General Assembly A/RES/32/56 (1977))					
Guiding Principles on Humanitarian Emergency Assistance of the United Nations, (Resolution of the UN General Assembly A/RES/46/182 (1991))					
Declaration of Principles for International Humanitarian Relief to the Civilian Population in Disaster Situations (Resolution of the XXIst International Conference of Red Cross and Red Crescent (1969))					
Strengthening the Effectiveness and Coordination of International Urban Search and Rescue Assistance (Resolution of the UN General Assembly A/RES/57/150 (2003))					
Sphere Project: Humanitarian Charter and Minimum Standards in Disaster Response (2000 & revised in 2004)					
Model Customs Agreement (World Customs Organisation and OCHA, 1996)					
International Guidelines for Humanitarian Assistance Operations (Max Planck Institute)					
The Code of Conduct for the International Red Cross and Red Crescent Movement and NGOs in Disaster Relief and its annexes (1994)					
Model Rules for Disaster Relief Operations (UNITAR, 1982)					
Draft Model Agreement					

	Never	Infrequently	Sometimes	Frequently	Always
Relating to Humanitarian Relief Actions (International Law Association, 1982)					
Recommendation of the Customs Co-operation Council to expedite the forwarding of relief consignments in the event of disasters (T2-423, 1970)					

16. Has your society received any of the following types of assistance through TRCS and /or from Republic of Turkey government during its'99 Earthquake disaster operation?

	Never	Infrequently	Sometimes	Frequently	Always
Free or reduced price transportation					
Free or reduced price buildings or facilities					
Free or reduced price services such as water, electricity, heating					
Free security for humanitarian personnel					

17. Have your society's disaster response operations during '99 Earthquake have been facilitated by provincial/sub- provincial crisis management centre?

Yes No

If so, please describe....

PART FOR NON GOVERNMENTAL ORGANIZATIONS (NGOS)

18. Have you made any cooperation and/or coordination with the Turkish Red Crescent Society during '99 Earthquake disaster response operation?

Yes x No

If the answer is yes, was this coordination conducted as part of rules of action?

Yes No

19. Has your organization signed a protocol with a ministry concerning your disaster relief operation during '99 Earthquake?

Yes No

If your answer is no, please don't answer the following questions.

20. Which of the following best describes the date on which you have signed this protocol?

(Please choose one)

Prior to the 99 Earthquake disaster operation

After the 1999 Marmara Earthquake humanitarian operation

During the 1999 Marmara Earthquake disaster response operation

After the completion of 1999 Marmara Earthquake Disaster Response Operation

Other (please specify):

21. What best describes the most common scope of this protocol?

The protocol addresses the entire mandate of your organization.

The protocol is limited to your organization's disaster relief operations in Turkey.

The protocol is limited to '99 earthquake disaster relief operation in Turkey

Other (specify)

22. Does this protocol commonly address any of the following issues? (check all that apply)

Mechanisms or procedures of information sharing with the ministry

Mechanisms or procedures of coordination with the ministry

Facilitated entry of foreign personnel into the country

Recognition of foreign diplomas/professional qualifications (especially for medical personnel)

Freedom of movement to disaster zones within the country

Exemption of foreign personnel from civil and/or criminal proceedings

Waiver or reduction of customs duties, taxes or fees

Speedier processing of relief goods and equipment by customs officials

Re-exportation of relief goods and/or equipment

Import and use of telecommunications equipment

Free or reduced price facilities (e.g. for transport, warehousing, use of airfields)

Exemptions from taxation on relief goods and/or equipment

Local insurance coverage

Overflights and/or landing rights

Please provide us with any other comments you have about the topics of this survey.

THANK YOU VERY MUCH FOR YOUR TIME

2. Survey Sent to International Organizations



Turkish Red Crescent Society

International Disaster Response Law (IDRL) Survey
for
1999- Marmara Earthquake

Due date: 03 March 2006

Country	
Name of Organization	
Contact name	
Contact title	
Contact address	
Telephone:	Email:
Date of survey	
Use of survey results	
<p>The individual responses to this survey will be kept confidential. A report will be prepared listing all organizations that participated and noting overall trends. While representative comments may be quoted, no specific attribution will be made to any individual or organization. Contact information is requested only for purposes of verification and for clarification of responses, if needed.</p>	
How to submit the survey	
<p>Please complete the following form, answering all questions with as much detail as possible.</p> <p>You can use additional pages and attachments. Please do not hesitate to contact us for your further questions about the survey using the contact information below.</p> <p>The completed survey and any additional pages / attachments should be send back via the same mail address:</p> <p>Turkish Red Crescent Society Ataç 1 St. No:32 Yenisehir - Ankara, Türkiye Tel: +90 312 431 11 58 Fax: +90 312 431 11 58 Email: international@kizilay.org.tr and bayrams@kizilay.org.tr</p>	

Introductory note

This survey which is conducted by the Turkish Red Crescent Society aims to define and reveal problems that were encountered by all the organizations involved in the '99 Marmara earthquake disaster response operation and to develop new approaches to the challenges within this conducts we target to reach to all organizations who had been actively participated in this disaster response operation through this survey.

The data obtained to these surveys will be used in finalizing the “ 99 Marmara earthquake case study” as a contribution to the International Disaster Response Law (IDRL) programme which will be presented during the IDRL European Regional Meeting in Antalya on May 2006.

3. Please rate the frequency with which your society has experienced legal or bureaucratic problems or delays in obtaining entry of any of the following items during 1999 Marmara Earthquake in Turkey ('99 Earthquake) in connection with disaster relief operation.

	Never	Infrequently	Sometimes	Frequently	Always
Personnel	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Food	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Medications	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other relief goods	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Telecommunications equipment	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Sniffer dogs	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other equipment	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Ground vehicles	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Airplanes or helicopters	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Ships or boats	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Foreign currency	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

4. When do entry problems most commonly occur?

	Never	Infrequently	Sometimes	Frequently	Always
First week	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
1-2 week	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2-4 week	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4-6 week	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6-8 week	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Others.....

5. Please provide examples of any problems noted in question 1 that your society has encountered more than “infrequently” and how they were resolved. Feel free to use additional pages, if necessary.
6. Please rate the frequency with which your society has experienced problems in any of the following areas during the disaster relief operation during '99 Earthquake.

	Never	Infrequently	Sometimes	Frequently	Always
Recognition of professional qualifications of personnel (e.g., doctors)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Using telecommunications equipment and/or frequencies	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Communicating internationally via telecommunications equipment or the internet	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
VAT, tolls duties and other taxation of relief goods, equipment or vehicles	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Hiring local staff	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Opening bank accounts	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Freedom of movement within the country	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Re-exportation of relief equipment and/or unused relief goods	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Obtaining insurance	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Exchange rates or bringing currency out of the country	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Inefficient system of regulation of disaster assistance by the government	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Lack of coordination by government actors	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Lack of coordination among international humanitarian actors	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Corruption/diversion of aid	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Lack of official protection of personnel against security threats	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Culturally inappropriate behavior by international personnel	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Failure to respect other humanitarian principles (as provided, for example, in the Red Cross/Red Crescent NGO	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Code of Conduct and the
SPHERE Project Humanitarian
Charter and Minimum
Standards)

7. Please provide examples of problems in '99 Earthquake checked above in question 6 occurring more often than "infrequently" and how they have been resolved. Feel free to use additional pages, if necessary.

8. Related to 99 Earthquake have there been any claims brought against your society or its personnel (staff or volunteers) as a result of disaster operation?

☐ Yes ☐ No (If not, please skip to question 11)

9. If so, what types of claims were brought? (check all that apply)

- ☐ Employment claims
☐ Vehicle accidents
☐ Rental disputes
☐ Breach of contract
☐ Construction
☐ Negligence
☐ Other (please specify):

10. Has the potential of civil liability (i.e., exposure to lawsuits) ever substantially impeded your society's disaster relief operation during '99 Earthquake?

☐ Yes ☐ No

If so, how?

11. Have any of your society's staff or volunteers ever been investigated, arrested, or jailed for alparted criminal activity while participating in a disaster operation during '99 Earthquake?

	Yes	No
Investigated	<input type="checkbox"/>	<input type="checkbox"/>
Arrested	<input type="checkbox"/>	<input type="checkbox"/>
Jailed	<input type="checkbox"/>	<input type="checkbox"/>

12. Has the potential of criminal investigations or arrest ever substantially impeded your society's response to disaster during '99 Earthquake?

☐ Yes ☐ No

If so, how?

13. Has your society encountered any legal or bureaucratic problems in its disaster relief operations during '99 Earthquake that substantially impeded its work but are not mentioned above?

☐ Yes x No

If so, please describe.....

14. Does your society generally conduct briefings on relevant international and/or national laws for international disaster relief personnel prior to deployment to '99 Earthquake disaster relief operations?

☐ Yes x No

If so, what issues are covered, from which resources?

15. Does your national society provide induction training and/or briefing about code of conduct to your local staff and volunteers?

x Yes ☐ No

16. Has your society made use of any of the following instruments for '99 Earthquake relief operation?

	Never	Infrequently	Sometimes	Frequently	Always
Convention on the Simplification and Harmonization of Customs Procedures (1973) (Kyoto Convention), Specific Annex F.5		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Revised Convention on the Simplification and Harmonization of Customs Procedures (1999), Specific Annex J, chap. 5		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Customs Convention on the A.T.A. Carnet for the temporary admission of goods, 1961 (A.T.A Convention)		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Convention on Temporary Admission (Istanbul Convention) 1990 – Annex B9 on relief consignments		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Tampere Convention on the Provision of Telecommunication		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

	Never	Infrequently	Sometimes	Frequently	Always
Resources for Disaster Mitigation and Relief Operations (1998)					
Measures to Expedite International Relief (Resolution of the XXIIIrd International Conference of Red Cross and Red Crescent (1977) and UN General Assembly A/RES/32/56 (1977))		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Guiding Principles on Humanitarian Emergency Assistance of the United Nations, (Resolution of the UN General Assembly A/RES/46/182 (1991))		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Declaration of Principles for International Humanitarian Relief to the Civilian Population in Disaster Situations (Resolution of the XXIst International Conference of Red Cross and Red Crescent (1969))		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Strengthening the Effectiveness and Coordination of International Urban Search and Rescue Assistance (Resolution of the UN General Assembly A/RES/57/150 (2003))		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Sphere Project: Humanitarian Charter and Minimum Standards in Disaster Response (2000 & revised in 2004)		<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>
Model Customs Agreement (World Customs Organisation and OCHA, 1996)		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
International Guidelines for Humanitarian Assistance Operations (Max Planck Institute, 1991)		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The Code of Conduct for the International Red Cross and Red Crescent Movement and NGOs in Disaster Relief and its annexes (1994)	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>
Model Rules for Disaster Relief Operations (UNITAR, 1982)		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

	Never	Infrequently	Sometimes	Frequently	Always
Draft Model Agreement Relating to Humanitarian Relief Actions (International Law Association, 1982)		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Recommendation of the Customs Co-operation Council to expedite the forwarding of relief consignments in the event of disasters (T2-423, 1970)		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

17. Has your society received any of the following types of assistance through TRCS and /or from Republic of Turkey government during its'99 Earthquake disaster operation?

	Never	Infrequently	Sometimes	Frequently	Always
Free or reduced price transportation		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Free or reduced price buildings or facilities		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Free or reduced price services, such as water, electricity, heating		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Free security for humanitarian personnel		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

18. Has Republic of Turkey government ever made exceptions to laws, rules or procedures in order to facilitate the '99 Earthquake disaster operation?

☐ Yes ☐ No

If so, what kind of exceptions were made (e.g., exceptions to customs or visa regulations) and for how long (e.g, first six weeks after the disaster, first three months, first year)?

19. Have your society's disaster response operations during '99 Earthquake have been facilitated by provincial/sub- provincial crisis management centre?

☐ Yes ☐ No

If so, please describe:

PART FOR INTERNATIONAL HUMANITARIAN ORGANIZATIONS (IOS) AND NON GOVERNMENTAL ORGANIZATIONS (NGOS)

AGREEMENTS WITH GOVERNMENT

1. Did your organization govern by a specific agreement with the Republic of Turkey government for your disaster relief operation during '99 Earthquake?

☐ Yes ☐ No

If the answer to the question above is no; please answer only the question 5.

2. Which of the following, best describes the context of the agreement you have signed? (choose one)

- ☐ Prior to the 99 Earthquake operations
☐ After the 1999 Marmara Earthquake humanitarian operation
☐ During the disaster relief operation
☐ After the completion of a disaster relief
☐ Other (specify: _____)

☐ No generalization possible

3. What best describes the most common scope of this agreement?

- ☐ The agreement addresses the entire mandate of your organization.
☐ The agreement is limited to your organization's disaster relief operations in Turkey.
☐ The agreement is limited to '99 earthquake disaster relief operation in Turkey
☐ Other (specify: _____)

☐ No generalization possible

4. Does this agreement commonly address any of the following issues? (check all that apply)

- ☐ Mechanisms or procedures of information sharing between the Turkish government
☐ Mechanisms or procedures of coordination between the Turkish government
☐ Facilitated entry of foreign personnel into the country
☐ Recognition of foreign diplomas/professional qualifications (especially for medical personnel)
☐ Freedom of movement to disaster zones within the country
☐ Exemption of foreign personnel from civil and/or criminal proceedings
☐ Waiver or reduction of customs duties, taxes or fees
☐ Speedier processing of relief goods and equipment by customs officials
☐ Re-exportation of relief goods and/or equipment
☐ Import and use of telecommunications equipment
☐ Free or reduced price facilities (e.g. for transport, warehousing, use of airfields)
☐ Exemptions from taxation on relief goods and/or equipment

- ☐ Exemptions from taxation of salaries of foreign personnel
- ☐ Local insurance coverage
- ☐ Overflight and/or landing rights
- ☐ No generalization possible

5. Has your organization commonly registered as a NGO under domestic laws in countries where it undertook disaster response operations?

☐ Yes x No

☐ If not, why not? Always working under the umbrella of the RC Movement.

ANY OTHER COMMENTS

Please provide us with any other comments you have about the topics of this survey.

THANK YOU VERY MUCH FOR YOUR TIME

Annex 4: List of Organizations that completed the 1999-Marmara Earthquake IDRL Survey

1	ORGANIZATION
2	TAY
3	IFRC
4	BİB AİGM
5	GENDARMERIE
6	HEALTH MINISTRY
7	CUSTOMS UNDERSECRETARIAT
8	GENDARMERIE
9	GENERAL STAFF
10	TURKISH RED CRESCENT
11	GENERAL STAFF
12	TURKISH RED CRESCENT
13	TURKISH RED CRESCENT
14	TURKISH RED CRESCENT
15	GENDARMERIE
16	US RED CROSS

18	TURKISH RED CRESCENT
17	BELGIAN RED CROSS – FLANDERS

Annex 5: Organizational Dimension of Disaster Management System in Turkey.

- Public Works and Settlement Ministry
- Directorate General of Disaster Affairs
- Directorate General of Construction Affairs
- Directorate General of Technical Researches
- Interior Ministry
- Directorate General of Civilian Defense
- Directorate General of Security
- General Command of Gendarmerie
- Directorate General of Turkish Red Crescent
- İller Bankası
- General Directorate of Highways
- Office of the Prime Minister's General Management of Emergency Situation of Turkey
- National Earthquake Council
- Office of the Prime Minister's Crisis Management Center
- Regional Crisis Center
- Provincial and Sub-provincial Crisis Centers
- Provincial and Sub-provincial Rescue and Relief Committees
- Central Coordination Council of Disasters
- Natural Disaster Insurance Corporation
- Istanbul Disaster Management Center
- Relevant Ministries (National Defense Ministry, Health Ministry, Transportation Ministry, Forestry Energy and Natural Resources Ministry)
- On the Local Level: provincial rescue and relief committees; sub-provincial rescue and relief committees; regional state of emergency councils; provincial and sub-provincial state of emergency offices
- Social Aid and Solidarity Foundation
- Turkish Armed Forces
- TOKİ
- Crisis Centers of Ministry-Public Institutions and Organizations
- State of emergency coordination council

- Crisis coordination council
- Crisis evaluation and
- Crisis coordination council
- crisis evaluation and follow-up council
- ministries undertaking duties concerning disasters; office of the prime minister, interior ministry, public works and settlement ministry, national defense ministry, foreign ministry, health ministry, transportation ministry.

Annex 6: Legal and Organizational Aspects of Disaster Management in Turkey until 1999-Marmara Earthquake:

- Law numbered 3773 on Aid to be Made for Those Harmed in Regions Affected in Erzincan and by Erzincan Earthquake (1940)
- Name of the Law numbered 4119: Law on Customs Tax Exemption of Goods to Arrive on behalf of Such Sanitary and Humanitarian Relief Departations to Come with Government's Approval to Work with the Turkish Red Crescent Society in War and Disaster (1941)
- Law numbered 4373 on Protection against Flooding and Overflow (1943)
- Law numbered 4623 on Measures to be Taken Before and After Earth Tremor (1944)
- Regulation on Buildings to be Constructed in Disaster Regions (1945)
- Civil Defense Law numbered 7126 (1958)
- Law numbered 7269 on Relief and Measures to be taken for Disasters Influential on Public Life (1959)
- Law numbered 697 on Methods of Conducting Transportation and Communication Services in States of Emergency and War (1965)
- Law numbered 711 for Establishment of Employment in Attendance and Continuation of Overtime Work in State of Emergency Practices (1966)
- Regulation on Emergency Aid Organization and Programs on Disasters (1968)
- Law numbered 1051 Amending Law no 7269 (1968)
- Regulation on basic rules concerning disasters' impacts on general life (1968)
- Decree Law numbered 180 on Public Works and Settlement Ministry's Organization and Duties (1983)
- State of Emergency Law numbered 2935 (1983)
- Regulation on determining and paying equivalent of emergency council and offices' responsibilities (1984)
- Law numbered Amending and Accepting KHK on Office of the Prime Minister's Organization (1984)
- Law numbered 3152 on Interior Ministry's Organization and Duties (1985)
- Regulation on Instant Relief Organization for Disasters and Principles of Organization (1988)

- Law numbered 3838 on conducting services concerning the damage and harm suffered in Şırnak and Çukurca and earthquake disaster which occurred in Erzincan, Gümüşhane and Tunceli (1992)
- Law numbered 4123 on Conducting Services concerning the Damage and Harm Suffered due to the Natural Disaster (1995)
- Office of the Prime Minister's Crisis Management Center Regulation no 8716 (1997) [amended in 2002 with Cabinet decision]
- Regulation numbered 23098 on Constructions to be Built in Disaster Areas (1997)
- Law numbered 2090 on Relief to be Provided for Farmers Damaged from Natural Disasters (1997)
- Regulation on constructions to be built in disaster areas (1998)
- Laws including provisions concerning disasters (Village Law no 442 (1924); Municipalities Law no 1580 (1930); Public Hygiene Law no 1593 (1930); municipality construction and roads law no 2290 (1933); MTA Law no 2804 (1935))

Annex 7: Legal and Organizational Aspects of Disaster Management following 1999-Marmara Earthquake:

a) Laws:

- Authorization Bill numbered 4452 on Measures against Natural Disasters and Arrangements for Removing Damage deriving from Natural Disasters (29.9.1999)
- Law no 4540 on Expanding Duration of Authorization Bill on Measures against Natural Disasters and Arrangements for Removing Damage deriving from Natural Disasters (29.2.2000)
- Law numbered 4708 on Construction Control (2001)

b) Decree Laws:

- Decree Law numbered 587 on Mandatory Earthquake Insurance (1.9.1999)
- Decree Law numbered 575 on Solution of Legal Disputes deriving from Disaster in Natural Disaster Areas and Facilitating certain Processes (11.9.1999)
- Decree Law numbered 576 on Solution of Legal Disputes deriving from Disaster in Natural Disaster Areas and Facilitating certain Processes (11.9.1999)
- Decree Law numbered 577 on Adding Temporary Articles to the Law on Measures to be taken against Disasters Effective on Public Life and Relief to be Provided (30.9.1999).
- Decree Law numbered 578 on Amending and Adding Temporary Articles to the Law on Measures to be taken against Disasters Effective on Public Life and Relief to be Provided (30.9.1999).
- Decree Law numbered 580 on Adding Temporary Articles to the Law on Measures to be taken against Disasters Effective on Public Life and Relief to be Provided (13.10.1999)
- Decree Law numbered 581 on Amending certain Laws (1.11.1999)
- Decree Law numbered 582 on Removing Damage deriving from Disaster (22.11.1999)
- Decree Law numbered Amending and Accepting the Decree Law no 583 on Office of the Prime Minister's Organization (22.11.1999)
- Decree Law numbered 585 on Adding an Article to Special Provincial Administration Law (27.12.1999)
- Decree Law numbered 586 on Amending Civil Defense Law and Municipalities Law (27.12.1999)
- Decree Law numbered 587 on Procedures and Principles on Mandatory Earthquake Insurance (27.12.1999)
- Decree Law numbered 595 on Construction Control (10.4. 2000)
- Decree Law numbered 596 on Amending Civil Defense Law (28.4.2000)
- Decree Laws numbered 599, 598, 597 on Amending and Adding Temporary Articles to the Law on Measures to be taken against Disasters Effective on Public Life and Relief to be Provided (23.5.2000)

- Decree Law on Amending the Law on Amending and Accepting the Decree Law numbered 600 on Office of the Prime Minister's Organization (14.6.2000) [Decree Law on Establishing Turkish Directorate General of Emergency State Management]
- Decree Law numbered 601 on Association of Chambers of Engineers and Architects Law (28.6.2000)
- Decree Law numbered 609 on Interior Ministry's Organization and Duties Law (23.8.2000)
- Decree Law numbered 623 on Amending the Law on Amending and Accepting the Decree Law on Establishment and Duties of Directorate General of Land Registry (29.9.2000)
- It was decided with the "Law on Measures to be taken and Relief to be Provided due to Disasters Effective on Public Life" numbered 4649 which was Published on 26.4.2001 on the Official Gazette numbered 24384 and Enacted that all the Work as part of Temporary Articles numbered 13 and 14 to be Financed with the Foreign Loan and Donation to be provided from International Financial Institutions to Remove the Damage caused by Earthquakes which occurred on 17.8.1999 and 12.11.1999 would be Coordinated by the Ministry and Conducted by an Institution or Organization Appointed by the Office of the Prime Minister.
- Decree Law on Developing certain Obligations to Remove the Economic Loss caused by the Earthquake in Marmara Region and Surrounding and Making Amendments in certain Tax Laws (29.9.2000)
- Decree Law numbered 561 on Amending certain Laws (13.10.1999)

B) Regulations.

- Regulation on Amending Development Regulation to be Applied in Unplanned Areas inside and outside the Borders of Municipality and Contiguous Area (2.9.1999)
- Regulation on Amending the Regulation on Principles of Making and Amending Ground Plan
- Regulation on Amending the Regulation on Applying the Shanty House Law
- Regulation on Amending the Parking Lot Regulation
- Regulation on Amending the Additional Regulation on Asylums in Development Regulations which were arranged in accordance with the Building Code numbered 3194
- Regulation on Amending the Municipalities Type Development Regulation outside the Scope of Law numbered 3030
- Regulation on Organization, Duties, Work Methods and Principles of Civilian Defense Search and Rescue Unites to Determine the Organization, Duties, Work Methods and Principles of Civil Defense Search and Rescue Units attached to the Interior Ministry's Directorate General of Civilian Defense and Search and Rescue Teams which were established in Provinces (21.7.2000)
- Regulation on Procedures and Principles of Applying Construction Control numbered 24491 (2001)
- "Regulation on Amending Local Administrations Fund Management" by the Interior Ministry

- Regulation on Manpower and Principles of Planning to be Applied in Cases of Mobilization and War (1999)
- Office of the Prime Minister's Circular numbered 4700 (2003) – Regulation on Amending Urgent Health Services Regulation concerning Natural Disaster Coordination (2000)⁴⁵

C) Cabinet Decisions:

- Decision on Amending the Decision on Relief to be Provided for Those who have Lost their Lives, Crippled and whose Houses or Offices were Damaged due to the Natural Disaster (20.10.2004).
- Decision on Compensation to be Paid for Public Personnel Working for Regions Suffered from Disaster and Keeping the Personnel with the Worker Status outside the
- Decision on Keeping the Worker Personnel's Overtime in Earthquake Activities outside the Categorization with the Compensation to be Paid to the Public Personnel Working for Regions Suffered from Disaster (17.9.1999)
- Decision on Seeds to be Distributed to Farmers Suffered from Natural Disasters (20.08.1999)
- Decision on Relief to be Provided for Special Provincial Administrations Suffered from Loss of Income and Infrastructure Damage due to Natural Disasters:
- Decision on Amending the Decision on Delaying the Debt of Farmers Damaged by Natural Disasters (27.8.1999)

D) Regulations, Notifications and Circulars Published by Various Ministries and Public Bodies following the Earthquake:

- Notification on "Giving Priority on Appointing and Employing Disaster Victims Suffered from the Earthquake in Bursa, Bolu, Eskişehir, İstanbul, Kocaeli, Sakarya, Tekirdağ, Yalova and Zonguldak provinces on 17.8.1999 on the Temporary or Permanent Settlement Status" by the Labor and Social Security Ministry
- "Removing the Tax Liability of Buildings which were Collapsed, Burned or Became Completely Unusable during the Earthquake in August 17, 1999 and the Tax of their Vacant Lots" with the General Notification Published concerning the Property Tax by the Finance Ministry
- Office of the Prime Minister's Housing Development Administration's "Notification on Credits to be Opened from the Public Housing Fund in İstanbul, Kocaeli, Sakarya, Bolu, Yalova and Bursa provinces Suffered from the Earthquake on 17.8.1999"
- The State Planning Organization's Circular dated 29.9.1999 stated that Reevaluations were Made and Measures were Taken in Investment Programs for 1999 and 2000 to Compensate the Loss Suffered in the Earthquake Region as Soon as Possible (Odyakmaz, 2001: 1370).
- Turkish Republic, Guidelines of Crisis Management Center of İstanbul Governor's Office (1999)

⁴⁵ <http://www.saglik.gov.tr/default.asp?sayfa=mevzuat&cid=3&sayfano=4&sirala=>

- Turkish Republic, Guideline of Disaster Management Center of İstanbul Governor's Office, Provincial Crisis Management Center (2000)

Annex 8: Code of Conduct

Annex 9: Non-Governmental Organizations participating in the Marmara Earthquake:

ASSOCIATIONS AND FOUNDATIONS	
Emergency Need Project	Acil İhtiyaç Projesi Vakfı
Emergency Medicine Association	Acil Tıp Derneği
Open Radio (94.9)	Açık Radyo (94.9)
Disaster Radio (94.1)	Afet Radyo (94.1)
Civic Coordination Against Disasters	Afete Karşı Sivil Koordinasyonu Destekleme Derneği
August 17 Association	Ağ 17 Yardım Gönüllüleri Derneği (AG17)
AK Insurance, Education & Fire, Simulation Centre	Ak Sigorta Eğitim ve Yangın Simülasyon Merkezi
Mother-Father Support Group	Anne-Baba Destek Grubu
Mother Child Ed. Found	Anne-Çocuk Vakfı (AÇEV)
Bee Movement	Arı Hareketi
Citizen Initiative for Light	Aydınlık İçin Yurttaş Girişimi Destekleme Derneği
Bekirpaşa Earthquake Survivor's Association	Bekirpaşa Depremzedeler Derneği (Kocaeli İzmit)
White Point Foundation	Beyaz Nokta Vakfı
Association of our Country	Bizim Ülke Derneği
Contemporary Education Foundation	Çağdaş Eğitim Vakfı
The Organization for Support for Contemporary Life	Çağdaş Yaşamı Destekleme Derneği
Çanakkale Civil Coordination for Earthquake	Çanakkale Deprem İçin Sivil Koordinasyon
Environmental Caucus	Çevre Kozası
The Foundation for the Prot. & Pres. of Environment & Cultural Values	Çevre ve Kültür Değerlerini Koruma ve Tanıtma Vakfı (ÇEKÜL)
Children's Health Association	Çocuk Sağlığı Derneği
Children's Foundation	Çocuk Vakfı
The Organization of Solidarity Volunteers	Dayanışma Gönüllüleri Derneği
Society for the Protection of Nature	Doğal Hayatı Koruma Derneği (DFCD)
Society of peace with Nature	Doğa ile Barış (DIB)
World Academy for Local Democracy (WALD)	Dünya Yerel Yönetim ve Demokrasi Akademisi
Handicapped Foundation	Fiziksel Engelliler Vakfı
The Young executives & Businessmen's Assoc.	Genç Yönetici ve İşadamları Derneği (GnAD)
Rainbow İstanbul Women's Platform	Gökkuşluğu İstanbul Kadın Platformu
Helsinki Watch Association	Helsinki Yurttaşlar Derneği
Human and Nature Formation	İnsan Doğa Oluşumu (IDO)
Org. of H. Rights Solidarity for Oppressed People	İnsan Hakları ve Mazlumlar İçin Dayanışma Derneği
Human Resources Development Foundation	İnsan Kaynağını Geliştirme Vakfı (IICGV)
Foundation For Human Health and Education	İnsan Sağlık ve Eğitim Vakfı
Humanitarian Aid Foundation	İnsani Yardım Vakfı
International Women of İstanbul (IWI)	İstanbul Uluslararası Kadınlar Derneği
İstanbul Disaster Assoc.	İstanbul Afet Derneği
İstanbul-European Youth Forum Foundation	İstanbul Avrupa Gençlik Forumu Derneği
İstanbul Environmental Volunteers	İstanbul Çevre Gönüllüleri Platformu (S.O.S.)
İstanbul Environmental Council	İstanbul Çevre Konseyi (ICK)
İstanbul Photograph Cinema Amateurs Foundation	İstanbul Fotoğraf Sinema Amatörleri Kuruluşu
İstanbul Help Group	İstanbul Yardım Grubu
İzmit General Assembly - Local Agenda 21	İzmit Kent Kurultayı - Yerel Gündem 21
Foundation for Support of Women's Work	Kadın Emekğini Değerlendirme Vakfı
Women's Solidarity Foundation (WSF)	Kadınlarla Dayanışma Vakfı
Karamürsel Earthquake Victims Assoc.	Karamürsel Depremzedeler Derneği
Pioneer Scouts Rescue and Live Group	Kılavuz İzci Kurtarma ve Yaşatma Grubu
Turkish Red Crescent Society (TRCS)	Türkiye KIZILAY Derneği (TRCS)
Lions Club	Lions (Uluslararası Lions Yönetim Çevresi)

Lokman Hekim Health Foundation	Lokman Hekim Sağlık Vakfı (LHSV)
Blue Crescent	Mavi Hilal
Mavi Kalem Social Assistance & Charity	Mavi Kalem Sosyal Yardımlaşma ve Dayanışma Derneği (Mavi Kalem)
METU Alumni Assoc. İstanbul Branch	ODTU Mezunlar Derneği İst Şubesi
Advertising Association	Reklamcılar Derneği (RD)
Rotaract	Rotaract
Civic Communication Network	Sivil İletişim Ağı
Social Democracy Foundation	Sosyal Demokrat Vakfı(SODEV)
Foundation for Social work Research, Documentation and Education	Sosyal Hizmetler Araştırma, Belgeleme Eğitim Vakfı (SABEV)
Development of Social and Cultural Life Association	Sosyal Kültürel Yasamı Geliştirme Derneği (SKYD)
Economic and Social History Foundation of Turkey	Ekonomi ve Sosyal Tarih Vakfı
Union of Municipalities of the Marmara Region	Marmara ve Boğazlar Belediyeler Birliği
Foundation of Wireless & Radio Amateurs	Telsiz ve Radyo Amatörleri Cemiyeti(TRAC)
Public Health Foundation	Toplum Sağlığı Vakfı (TOSAV)
Turkish Earthquake Foundation (TEF)	Türkiye Deprem Vakfı (TDV)
Turkish Education Volunteers Foundation	Türkiye Eğitim Gönüllüler Vakfı (TEGV)
Turkish Public Health Organization	Türkiye Halk Sağlığı Kurumu Derneği (HASAK)
Turkish Society for the Protection of Children	Türkiye Korunmaya Muhtaç Çocuklar Vakfı (TKMCV)
Turkish Psychological Assoc.	Türk Psikologlar Derneği
Turkish Foundation for Fire Protection	Türkiye Yangından Koruma Vakfı (TUYAK)
Yalova Earthquake Survivor's Organization	Yalova Depremzedeler Derneği
Green steps For Environmental Literacy	Yeşil Adımlar Çevre Eğitim Derneği
Found. For the Advancement of Counseling in Education- FACE	Yüksek Öğretimde Rehber Yetiştirme Vakfı (YÖRET)
TRADE ASSOCIATIONS AND UNIONS	
İstanbul and Marmara, Aegean, Mediterranean, Black Sea Regions Shipping Chambers of Commerce	İstanbul ve Marmara, Ege, Akdeniz, Karadeniz Bölgeleri Deniz ticaret Odası
Chamber of Civil Engineers - İstanbul Branch	İnşaat Mühendisler Odası İstanbul Şubesi
İstanbul Chamber of Chemists	İstanbul Eczacılar Odası
İstanbul Chamber of Industry	İstanbul Sanayi Odası (ISD)
İstanbul Chamber of Commerce (ICOC)	İstanbul Ticaret Odası (ITO)
Chamber of Geophysical Engineers (CGET)	Jeofizik Mühendisleri Odası – İst Şubesi (JFMO)
Chamber of Geological Engineers İstanbul Branch	Jeoloji Mühendisler Odası – İstanbul Şubesi
Chamber of Mechanical Engineers İstanbul Branch	Makine Mühendisleri Odası İstanbul Şubesi (MMO)
Chamber of Urban Planners	Mimarlar Odası İstanbul Büyükşehir Şubesi Şehir Planlamacıları Odası – İstanbul Şubesi
Turkish Chamber of Physicians	Türk Tabipler Birliği (TTB)
Chamber of Physicians – İstanbul Branch	Türk Tabipler Birliği – İstanbul Tabip Odası
Turkish Society of Cardiology	Türk Kardiyoloji Derneği (TKD)
Turkish Academy of Science (TUBA)	Türkiye Bilimler Akademisi (TUBA)
Union of Chamber of Eng. & Arch. of Turkey	Türkiye Mimarlar ve Mühendisler Odalar Birliği (TMMOB)
UCEAT Chamber of Mechanical Engineers	TMMOB Makine Mühendisler Odası
Union of Turkish Tourism Agencies	Türkiye Seyahat Acenteleri Birliği (TURSAB)
SEARCH AND RESCUE GROUPS	
ADAK Search and Rescue Society	Afet Durumu Arama Kurtarma İmeceleri Derneği (ADAK)
Search Rescue Research	Arama Kurtarma Araştırma (AKA)
Solidarity association for Natural Disaster - Alanya	Alanya Doğal Afetlerde Yardımlaşma Derneği
Search Rescue Team	Arama Kurtarma Timi (AKUT)
	Bakırköy Doğa Sporları Derneği (Doğal Afet Arama Kurtarma)
Bursa Volunteer search and Rescue Teams Local Agenda	Bursa Gönüllü Arama Kurtarma Ekipleri ve Yerel

21 Co-ordination Committee	Gündem 21 Koordinasyon Kurulu
Scubadivers Sports Club	Caddebostan Balıkadamlar Sualtı Spor Kulübü
Canakkale Search & Rescue Emergency Aid	Çanakkale Arama Kurtarma Acil Yardım Derneği
	Edirne Arama ve Kurtarma Derneği
	Erzincan Acil Yardım Kurtarma Derneği
	Eskişehir Afet Acil Yardım Arama ve Kurtarma Derneği (ESKUT)
Voluntary Search and Rescue Partnership	Gönüllü Arama Kurtarma Dernekleri Ortak Çalışma Grubu (GAKD-OSG)
	İstanbul Yardım Grubu (Arama Kurtarma)
Kuşadası SAR Training Association	Kuşadası Arama Kurtarma Ekibi (KAKEB)
Life Line K9 SAR	K9 Arama Kurtarma
Rescue 77 Association-Yalova	Kurtarma 77 Derneği-Yalova
Organized Logistic, Search & Rescue Organization	Organize Destek Arama Kurtarma Derneği-İzmir
Ordu Nature Activities Association	Ordu Doğa Aktiviteleri Derneği (ODAD)
Middle Eastern search and Rescue, Mountain and Nature Sports Associations	Ortadoğu Arama Kurtarma Dağcılık ve Doğa Sporları Derneği(ORDOS)
Ozel Marmara Hospital Emergency Search & Rescue (İSTANBUL)	Özel Marmara Hastanesi Acil Arama Kurtarma Timi
Pamukkale Search and Rescue & Natural Sports Associations	Pamukkale Arama Kurtarma Doğa Sporları-Denizli (PAKDOS)
Umut Search-Rescue Aid and Training Association-Aydin	Umut Arama-Kurtarma Yardım ve Eğitim Derneği
GEA Search Rescue Ecology Group	Yeni Yüksektepe Derneği GEA Arama Kurtarma Ekoloji Grubu

Annex 10: Red Cross-Red Crescent Federation and National Associations Participating in the 1999-MarmaraEarthquake Response Operation

National Associations	During the Emergency State	Following the Emergency State
American Red Cross	<ul style="list-style-type: none"> • Urgent relief • Health set, tent, blanket, floodlight projector 	<ul style="list-style-type: none"> • Emergency relief stocks supply • Development of the response capacity, communication during the time of crisis, warehouse automation • Disaster response planning and establishing Disaster Operation Center • Training on preparation and planning for disaster • Turkish Red Crescent Branch development program • Project of establishing BILMER
British Red Cross	<ul style="list-style-type: none"> • Urgent relief • Tent, family hygiene sets 	<ul style="list-style-type: none"> • Program for developing Turkish Red Crescent's Erzurum branch and emergency relief stocks supply
French Red Cross	<ul style="list-style-type: none"> • Urgent relief • Diaper, blanket, tent, plastic cover, medical supplies 	<ul style="list-style-type: none"> • Rehabilitation of hospital and school buildings • First aid training • Emergency relief stocks supply
German Red Cross	<ul style="list-style-type: none"> • Urgent relief • Rapid response unit, relief, field kitchens, tents 	<ul style="list-style-type: none"> • Emergency medical response and training on rescue on water • Support for automation project • Branch and Capacity development • Hospital, Village Clinic, Psycho-social center construction
International Federation of Red Cross and	<ul style="list-style-type: none"> • Warehousing facilities • Relief 	<ul style="list-style-type: none"> • Recovery and restructuring • Psycho-social support program

Red Crescent Associations	<ul style="list-style-type: none"> • Communication support • Tents for winter • Water and treatment support • Medical support 	<ul style="list-style-type: none"> • Renewal of water network • Health, education and social plants construction • Training on disaster preparation and response • Renewal of Turkish Red Crescent's tent production facilities
Italian Red Cross	<ul style="list-style-type: none"> • Urgent relief • Blanket, tent, hygiene sets 	<ul style="list-style-type: none"> • Mother and child care units • Support for Women's Shelter in Düzce • First aid training
Norwegian Red Cross	<ul style="list-style-type: none"> • Rapid Response Unit 	<ul style="list-style-type: none"> • Field hospital assurance and health training
Spanish Red Cross	<ul style="list-style-type: none"> • Urgent relief • First relief • First aid kit, bed, tent, blanket, generator 	<ul style="list-style-type: none"> • Mobile blood unit • Standardization in first aid training • Construction of school and health plants
Swiss Red Cross	<ul style="list-style-type: none"> • Urgent relief • Blanket, generator, medical supplies 	<ul style="list-style-type: none"> • Psychological support program • Renewal of water network • Training for gaining skill
Others...	<ul style="list-style-type: none"> • Belgian, Bulgaria, Canada, Egypt, Finland, Greece, Japan, Iran, Romania, United Arab Emirates, the Netherlands, Portugal, Thailand, Slovenia, Sweden 	<ul style="list-style-type: none"> • Monetary aid and aid in kind • Support for disaster preparation and response • Support for recovery programs and efforts