

Nomination for UN Sasakawa Award for Disaster Reduction

PART I-II: For Individuals and For Institutions

Individual Candidate: Mr. Muammer Guler for his services as the Governor of Istanbul between February 2003 and May 2010.

Institutional Candidate: Istanbul Governorship for preparing and implementing Istanbul Seismic Risk Mitigation and Emergency Preparedness Project (ISMEP), represented by the Governor of Istanbul Mr. Huseyin Avni Mutlu since May 2010.

Nominated by: Wael Zakout – Sector Manager

Supported by: Saroj K. Jha – Manager of GFDRR

Murat Sungur Bursa – CEO of Zorlu Energy Group and

Member of GFDRR Result Management Council

Biography

Muammer Güler (born 1949 in Mardin, Turkey) is a Turkish civil servant and was previously the governor of Istanbul Province.

He completed his primary education in Ankara and graduated from the Faculty of Law at the University of Ankara in 1972. Güler began his career as candidate District Governor on March 14, 1973 in Balıkesir. After taking post as Deputy District Governor of Çal in Denizli Province and then District Governor of Pehlivan köy in Kırklareli Province and Horasan in Erzurum Province, he was assigned to the Directorate of Personnel Branch at the Ministry of Interior, where he served as Branch Director and later as Director General.

Between 1993 and 2003 he served as the Governor in several provinces throughout the country, namely Nigde, Kayseri, Gaziantep, and Samsun. On February 17, 2003 he started to serve as the Governor of Istanbul. He held this position for more than 7 years till May 12, 2010 when he was assigned as the Undersecretary for Public Order and Security.

He is married with two children.

Current Contact Information of Muammer Guler

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Istanbul Governorship

The Governorship of Istanbul is the representative of the central government at the provincial level. It manages main public functions provided in Istanbul Province such as education, health, security, public works, etc. In order to implement ISMEP, Undersecretariat of Turkish Treasury transfers international loans and grants to Istanbul Special Provincial Administration. ISMEP is implemented by a Project Coordination Unit established under Istanbul Special Provincial Administration which is the executive body of the Istanbul Governorship. The Governor is assigned by the central government and reports to the Ministry of Interior.

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Background information and Rationale for Nomination

Turkey is highly vulnerable to natural disasters and is one of the most seismically active countries in the world with more than 95 percent of country's landmass at risk of earthquakes. This setting creates social and economic vulnerabilities as 70 percent of population and 75 percent of industrial facilities are located in earthquake-prone areas. The UN puts Turkey in the ranks with California and Japan. These three, with the addition of New Zealand, are probably the most vulnerable countries with long histories of earthquakes. In recent times, major earthquakes have affected Turkey: the Marmara Earthquake where 17,000 victims were killed, as well as others in 1995, 1992, 1983, and a large one in 1939.

Within the nation's high-risk context, Istanbul is most vulnerable due to its seismic-prone location on the North Anatolian Fault, and its high population and commercial/industrial densities. The probability of a major earthquake affecting Istanbul in the next 30 years is 62 percent +/- 12 percent, while the likelihood of such disaster in the next decade is 32 percent +/- 12 percent. The economic impact of a disaster on the scale of the 1999 Marmara earthquake (Richter scale 7.4) is estimated to be more than US\$20 billion. A study conducted by the Japan International Cooperation Agency (JICA) in 2002 assessed that such an event could result in up to 87,000 fatalities, 135,000 injuries and heavy damage to 350,000 public and private buildings. Feasibility studies carried out under the project indicate that about 30 percent of public facilities in Istanbul may collapse in a major earthquake.

The World Bank's partnership with Turkish Government goes back to early 90s. During the first decade of this partnership the Bank financed mainly reconstruction activities after earthquakes in Erzincan and Adana, as well as flood in the western Black sea Region. There have been five earthquake disaster-related projects in the period of 1992-2005. In each subsequent project, a larger proportion of funds has been dedicated to mitigation and preparedness. After devastating 1999 earthquakes in Marmara Region, MEER Project¹ combined efforts in reconstruction and recovery with an integrated program in institutional capacity building, preparedness, and mitigation. The comprehensive approach of the MEER project consisted of the following steps:

- Reconstruction and recovery
 - 13,000 urban and rural housing units
 - Social infrastructure
 - Off-site infrastructure (utilities)
 - Trauma program
- Institutional capacity building
 - Creation and support to the Turkish Emergency Management Agency (TEMAD)
 - Training and knowledge sharing
 - Establishment of a national emergency management center
- Preparedness
 - Emergency management information system
 - Emergency communication system
 - Emergency response - medical equipment, search and rescue
 - Public awareness
- Mitigation
 - Catastrophe insurance scheme
 - Revision of building codes
 - Preparation of retrofitting code
 - Hazard mapping and microzonation

¹ Marmara Earthquake Emergency Reconstruction Project

The preparation of Istanbul Seismic Risk Mitigation and Emergency Preparedness Project (ISMEP) started parallel to the implementation of MEER Project. ISMEP was approved in May 2005 and implementation started in early 2006. The original loan amount of the project was €310 million.

The Istanbul Seismic Risk Mitigation and Emergency Preparedness Project (ISMEP) is not the only project in Turkey exclusively focusing on preparedness and mitigation, but it is considered one of the largest undertakings by any government in the world to prepare a major city for a potential catastrophic earthquake. ISMEP's objectives are to improve Istanbul's preparedness for a potential earthquake through (i) enhancing institutional and technical capacity for disaster management and emergency response; (ii) strengthening critical public facilities for earthquake resistance; and (iii) supporting measures for better enforcement of building codes and land use plans. The following are ISMEP's main components:

- Enhancing Emergency Preparedness
 - Emergency communication systems
 - Emergency management information system
 - Upgrading emergency response capacity (equipment and training)
 - Public awareness
 - Support to community volunteer groups
- Retrofitting Critical Public Facilities
 - Strengthening and reconstruction of priority public facilities: hospitals, schools, public administration buildings, etc. (about 840 buildings)
 - Risk assessment and feasibility studies for cultural heritage buildings
- Enforcement of Building Codes and Land Use Plans
 - Public awareness campaigns
 - Development of regulatory framework
 - Training program for engineers
 - Improvements in issuance of building permits and promoting transparency and accountability in selected district municipalities

ISMEP represents a milestone on the path of a revolution. The scale of the seismic retrofitting and reconstruction challenge in Istanbul is immense, and no single project would be able to fully meet those needs. Fortunately, due to the success of the project, there has been considerable interest from other financiers to also contribute to Istanbul's efforts in this regard. In parallel to the Bank-financed project, ISPA is implementing, through the ISMEP structure and processes, investments financed by the European Investment Bank (EIB) of €300 million, and the Council of Europe Development Bank (CEB) of €250 million. The activities financed by these international institutions mainly focus on the reconstruction of hospitals and schools. However, the available financing, particularly for urgent retrofitting, still falls short of current needs and there is a strong rationale for the Bank and other financiers to continue to support and scale-up the ISMEP program such as through the proposed additional loan. Considering the current

program as a whole (i.e., EIB and CEB financing, the original loan and the additional loan from the Bank), the investments carried out in Istanbul for the seismic risk mitigation of public facilities will reach an impressive €967 million, making it one of the largest single city seismic mitigation programs in the world. With a total of 908 facilities strengthened or reconstructed by the program, it is estimated that this combined financing may address the needs of about 50 percent of vulnerable public facilities in Istanbul.

PART III: Special Achievements

This nomination is proposed under section 4. “Significant achievements and impact through other activities recognized as essential in promoting disaster risk reduction, and which contribute to the strategic goals and priority actions of the Hyogo Framework for Action”

ISMEP’s achievements support “Strategic Goals”: (a) The more effective integration of disaster risk considerations into sustainable development policies, planning and programming at all levels, with special emphasis on disaster prevention, mitigation, preparedness and vulnerability reduction; and (b) The development and strengthening of institutions, mechanisms and capacities at all levels, in particular at the community level, that can systematically contribute to building resilience to hazards.

Achievements also support “Priority Action”: (1) Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation; (3) Use knowledge, innovation and education to build a culture of safety and resilience at all levels; and (5) Strengthen disaster preparedness for effective response at all levels.

Special Achievements of Istanbul Governorship

- 908 public facilities strengthened or reconstructed under the framework of ISMEP. The schools already retrofitted and reconstructed under the project serve over 500,000 students and teachers. The strengthened and modernized or reconstructed hospitals/clinics serve annually about 1 million patients.
- Other achievements of the project include: a) the development of a digital inventory of cultural heritage buildings in Istanbul under the authority of the Ministry of Culture and Tourism, the first in Turkey; b) preparation of designs for the strengthening of three historical buildings; c) creation of a state-of-the-art Disaster Management Center; d) strengthening of technical capacities of Istanbul emergency intervention units (including health units and civil protection) through the provision of equipment and tools to respond to emergencies; e) enhancement of staff skills and introduction of an IT-supported system for building permit issuance to improve the enforcement of building code and land use plans in pilot municipalities (Pendik and Bagcilar); and, f) training of engineers in seismic retrofitting regulations and standards.

Special Achievements of Muammer Guler

Special achievements of The Governorship of Istanbul, through leadership and personal efforts of Muammer Guler as the former Governor of Istanbul includes;

- Advocating the need for disaster risk mitigation and preparedness at provincial level
- Convincing central government authorities about the priorities and urgent investments
- Finding sources of funding to address those needs, first from the Bank
- Promotion of legal framework that enables ISMEP to be implemented in a decentralized manner
- Establishment of Istanbul Project Coordination Unit under Istanbul Special Provincial Administration as the main implementing body of ISMEP
- Managing the first 4.5 years of ISMEP during which ISMEP is recognized as one of the most organized efforts for seismic risk mitigation at the city level.
- Personally leading the public awareness campaigns, presenting the projects in many public events, working with NGOs and with people
- Using all types of media, tv channels and newspapers to support public awareness and training campaigns,
- Organizing an international conference with participation of around 900 people from 26 countries in December 2009 to commemorate the 10th year of the 1999 earthquakes

PART IV: Proposal for the use of the award money

The award money is proposed to be used scaling up public awareness campaign and volunteer activities through training sessions and wider dissemination of the training materials produced under ISMEP.

PART V: Documentation

- Istanbul Governorship: <http://www.istanbul.gov.tr/Default.aspx>
- Provincial Disaster and Emergency Management Directorate of Istanbul: <http://www.istanbuladm.gov.tr/Default.aspx?pid=11219>
- Web site for public awareness campaigns, volunteer activities and training materials: <http://www.guvenliyasam.org/en/>
- Istanbul Project Coordination Unit: <http://www.ipkb.gov.tr/Icerik/Sayfa.aspx?SayfaId=9>
- Media coverage of the International Seismic Risk Mitigation Conference
- Media coverage and materials from public awareness and training campaigns
- Presentation on public awareness campaign, volunteer activities and training of local decision makers and engineers

PART VI: Supporters

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