



**Earthquakes and Megacities  
Initiative**



**Municipality  
Of Naples**



**MEDSAFE  
NETWORK**

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2003 EURO-MEDITERRANEAN CLUSTER CITIES MEETING  
**“Mediterranean Cities Exposed to Seismic Risk”**  
December 19-21, 2003

*Organised by*  
Earthquakes and Megacities Initiative  
Municipality of Naples  
University of Naples, Federico II  
The MedSafe Network

*and Coordinated by*  
International Institute Stop Disasters

**Workshop Report**

**Introduction and Objectives**

This is the third meeting of EMI's Euro-Mediterranean Cluster Cities, which includes the cities of Naples, Istanbul, Tehran, Cairo and Algiers (Observer). The cities of Rabat Morocco, Durrer Albania, and Quito Ecuador were also represented. Previous Workshops took place in 2001 and 2002 also in Naples. In addition to the representatives of EMI's partners in the Cluster Cities, the meeting was also attended by a broad spectrum of officials from central, regional and local governmental agencies of Italy, researchers and graduate students, leaders from the business community, and representatives from organizations in France, Austria, Cyprus, Albania, Japan, and Ecuador. A total of 130 participants from 12 countries attended the meeting. The list of attendees is provided in Appendix A.

The objectives of the meeting were:

- 1) To further strengthen the network of institutions in the EMI Euro-Mediterranean Cluster.
- 2) To disseminate information on recent disaster management practices and case studies of the region, including lessons learned from the 21 May 2003 Boumerdes, Algeria earthquake.
- 3) To identify key impediments to urban disaster risk reduction in the Mediterranean region and to discuss approaches to overcome these impediments.
- 4) To explore opportunities for knowledge sharing and cooperation between the cities and institutions participating in the Euro-Mediterranean Cluster.
- 5) To prepare EMI's Fourth International Workshop on Earthquakes and Megacities, which is planned for the second quarter of 2005 in Naples, Italy.

The workshop was opened by officials from the Campania Region, and from the Municipality of Naples including Mrs. Iervolino Rosso, Mayor of Naples. In the opening addresses, the speakers stressed the relationship between disasters and development, the need to improve the integration

of knowledge in urban disaster risk reduction, and the importance of regional cooperation to reduce the risk to cities in the Mediterranean region from earthquakes and other disasters. It was reported that disasters have cost Italy the equivalent of 70 billion euros in the last 25 years and caused about 150,000 casualties, and that Italy is particularly vulnerable to disasters because of the large proportion of old buildings.

### **Summary of the Workshop Deliberations and Recommendations**

In addition to the opening addresses, the workshop agenda included keynote addresses, presentations on specific topics such as disaster management regulation and urban planning, reports from Mediterranean cities to share experiences, a round table discussion on the theme of cooperation, presentations on hydro-geological risks and industrial risks, and a field trip (A copy of the agenda can be downloaded from the EMI website). The deliberations and recommendations of the workshop can be summarized in the following three topics:

#### **1. Implementation of Disaster Management Policy**

A significant amount of the discussion took place around this topic. The catalyst for the discussion was the recent Italian Civil Protection Law (Law 3274), which was enacted in March 2003. It encompasses provisions for building construction regulation (both for new and existing buildings), the legal and administrative procedures for code implementation; and the regulations and organizational responsibilities for disaster management and civil protection in the country. This law thus has broad applications and implications in Italy. As a result, the “Civil Protection” function is very significant in the country. The 2003 law has introduced significant reforms by decentralizing more responsibility for implementation towards the local and regional governments. It also introduced more stringent requirements for seismic construction, which have proved controversial because of the additional costs in construction and supervision cost. Discussions on the provisions of this law, and the structures that the government has put in place for its implementation (training of professionals, awareness raising programs, community discussions, etc.) were very instructive. They showed that even in a country such as Italy where significant resources, expertise and experience exist, the implementation of disaster management policies could be very challenging. Participants from developing countries related very well to the issue, and shared the experiences from their own countries. In particular, representatives from Istanbul, Algiers and Tehran explained how disaster management policies and regulations have rapidly changed in their countries due to recent disasters and the difficulties experienced in implementing these provisions. The conclusions and lessons derived from the discussion include:

- a. Development of effective regulation and lack of enforcement are recognized as major impediments to urban disaster risk reduction.
- b. Sustained efforts and long-term strategies are needed to progressively make progress.
- c. Collection and dissemination of knowledge and recent experiences in this area could be very beneficial. Experiences such as the one achieved by Italy in the context of Law 3274, or by Turkey, Algeria and Iran could improve collective knowledge and reduce current difficulties in implementation.
- d. Collaboration between countries could be instrumental in providing the necessary momentum to set up a realistic regulatory environment and strengthen the capacity for enforcement.
- e. The issue of shifting from a reactive/preparedness-response orientation to a more comprehensive approach that places equal weight on risk reduction.
- f. The coordination challenge in a highly fragmented governance system, and how to overcome conventional approaches that encourage the creation of new agencies rather than consolidating existing ones.

2. **Communication between Stakeholders.** This topic was raised by many participants. In particular, the communication between government and academia was evoked as a source of frustration from both sides. Researchers often feel ignored in the process of establishing policy, whereas policy makers think that researchers often trivialized the complexity of the policy making process. Beside the mistrust and frustration that take place on both sides, there are more profound consequences to this gap in communication, including: misguided policies, deficient practices, and poor professional ethics. This issue constitutes a major divide between developed and developing countries, where often the practice is far behind the available knowledge because of systemic problems in institutional arrangements, or lack thereof. It was shown for example, that in the region of Campania, researchers play an active role in many government projects and bodies and also have an important participation in industrial projects because of government policies that favour partnerships, consultation and participation. The participants requested that EMI devotes one of its future workshops to this issue, which is not given enough consideration in the overall debate and discussion related to disaster risk reduction. The conclusions and lessons learned include:
  - a. Gap in communication between policy-makers, researchers and other stakeholders significantly impairs progress in disaster risk reduction in developing countries.
  - b. Creation of mechanisms for greater participation of the research community (and other stakeholders) in resolving practical societal issues will improve the current state of practice and result in better government policies.
  - c. Existing case studies should be collected and disseminated because there is a lack of models that can be followed.
  
3. **Mechanisms for Cooperation.** Recent disasters in countries from both sides of the Mediterranean clearly demonstrate the need for regional cooperation between the cities in the region. For example, that Naples, where more than 80% of the construction predates seismic codes, could greatly benefit from seismic retrofit projects that are currently planned in Istanbul as well as from similar projects in Tehran and Algiers. Similarly, cities on the Southern side of the Mediterranean can benefit from the technical resources and managerial experience of Naples and the Campania Region. The latter has offered to host training classes within its newly established Regional School for Civil Protection, which offers a broad curriculum related to disaster preparedness and disaster mitigation. Cooperation extends also to the academia. The traditional “sectorial” approach of scientific research is inadequate for resolving disaster management problems, which requires integration of inter-disciplinary knowledge. Currently, there are very few venues for inter-disciplinary research and practice. Knowledge integration impairs proper implementation of disaster management projects. Cooperation has traditionally taken place in the form of government-to-government agreements; but while these are necessary, they are insufficient. New approaches should be devised by using NGO’s and other community-based organizations. For example, one-on-one cooperation between researchers and similarly between business interests could be easier to establish in some cases than government-to-government initiatives. The lesson learned and recommendations include:
  - a. Procedures should be developed to initiate participation of Mediterranean cities in training offered by the Regional School of Civil Protection.
  - b. There are several good possibilities for cooperation including researcher-to-researcher cooperation. The MedSafe Secretariat should look at ways to facilitate these exchanges.

- c. EMI's Cluster Cities project has served as a facilitator to establish cooperation for the cities and institutions participating in the Euro-Mediterranean Cluster. Participants expressed interest in participating in EMI's 3rd Program, which was proposed as a mechanism for knowledge integration and inter-institutional cooperation.

### **Workshop Contributions**

**Knowledge Advancement.** The workshop program was designed to illustrate case studies and to present inter-disciplinary methods and projects from cities around the Mediterranean region. Several knowledge-integration projects were discussed including: the development of Istanbul Earthquake Master Plan, the rehabilitation of Naples historical center, and the development of disaster management program for Tehran. Practical methods for risk and hazard analysis, building code regulation, seismic zonation, and urban planning were also discussed. Further, participants also listened to a comprehensive analysis of vulnerability factors of the 21 May 2003 Boumerdes, Algeria earthquake, and the social and technical issues related to reconstruction.

**Capacity Enhancement.** The focused presentations and discussions enabled the participants to develop a more profound knowledge of the issues and impediments related to urban disaster risk reduction. At the same time, the participants were able to foresee approaches and techniques that provide more competent frameworks for implementation by relying on knowledge-integration, participation, and communication. The participants also have a better understanding of the resources and experiences available to them in the region. This increase of awareness improves institutional and personal capacity in dealing with the complex problem of disaster risk reduction.

**Cooperation Advocacy.** One key contribution of the Workshop is the commitment from all the participating organizations to expand and strengthen their program of cooperation. In this regards, the participants renewed the "mandate" of the ad-hoc Consultation Committee (Medsafe Network), which was established during the 2001 Cluster meeting to continue its work in developing a common agenda for the group. In addition, a strategy for a broad regional consultation process was agreed upon for the year 2004, and which will be undertaken by EMI and the MedSafe Secretariat with support from the Municipality of Naples and the government of the Campania Region. This consultation process is meant to gather momentum and to strengthen the agenda of this Cluster in preparation to EMI's Fourth International Workshop on Earthquakes and Megacities, which will take place in Naples in the second quarter of 2005. Individual initiatives between participants are encouraged and will be facilitated by the institutions that sponsored the workshop.

More information on the Workshop is presented in EMI Website (<http://www-megacities.physik.uni-karlsruhe.de>) and the MedSafe Network ([www.medsafe.org](http://www.medsafe.org)).

*EMI's Cluster Cities Project is partially supported by a grant from the Disaster Management Facility at the World Bank as part of its contribution to the ProVention Consortium. Other contributors include the International Council of Science (ICSU) and the UNESCO.*