

Case report

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License obligation for bread safety and business and the effect of bakeries using oven under the building in earthquake damages: a case of February 2023 earthquakes, Türkiye

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ARTICLE INFO	ABSTRACT
ARTICLE INFO Article history: Received 30 Jul. 2023 Received in revised form 19 Sep. 2023 Accepted 28 Sep. 2023 Keywords: Bread; Bakery; Building damage; Regulations; Stove oven	Food and water supply is important for people's health affected by earthquakes. Food manufacturing areas must be built earthquake-resistant and in accordance with the conditions specified in the legal legislation to provide food security and safety through disasters. A bread and bread varieties business using ovens could be damaged and pose a risk to their neighborhood due to their activities. Production of bread and bread varieties using stone/wood ovens could cause the separation of iron from concrete with the effect of warming and cooling. This study aimed to evaluate the impact of bread and bread varieties businesses located at the entrances of the apartments on the destruction or damage of buildings caused by earthquakes and lack of access to enough safe food. Therefore, the damage to buildings with stone/wood ovens at apartment entrances caused by the earthquake that occurred in Türkiye on 6 February 2023 was evaluated. Some bread producers with ovens that have no independent structures and obtained licenses before the regulation dated 2014, should determine their infrastructural features. Using stove/wood ovens under or at the entrance of the apartments in
	bakery places could be a risk of causing damage to the column structure. The inspections of bakery places of the municipality and the other authorized organizations must be done more often, and official monitoring should be mandatory for food and environmental safety.

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## 1. Introduction

With the "Regulation on Opening and Operating Licenses of the Workplaces" first published in 2005 (1), the procedures and principles regarding the

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licensing and inspection of sanitary and non-sanitary workplaces and public rest and entertainment places were determined. Licensing and Inspection Directorates of Metropolitan Municipalities are authorized to issue licenses to these businesses (2).



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Among the duties of the Directorates of Metropolitan Municipalities are to examine the applications made by the food business before they were established, to examine them on site, to ensure that the activities of non-sanitary establishments that do not comply with the license conditions and do not take the necessary precautions are to be stopped, and to carry out the necessary procedures for the cancellation of their licenses (3).

With the amendment made in the Regulation on "Opening and Operating Licenses of the Workplaces" in 2014, it has been made obligatory for bread producers using stone/wood ovens to be operated in independent buildings that are in a separate arrangement. There should be no house adjacent to or above the buildings to be used as a bakery operation. In this amendment, bakeries within the scope of workplaces opened with names such as hypermarkets, supermarkets, gross markets, and mega markets with an area of 1000 m<sup>2</sup> and above are excluded (4).

Non-sanitary businesses are workplaces that cause physical, mental, chemical, microbiological, and social harm to their environment and pollute natural resources.

Bread-producing bakeries are the status of workplaces that require a special structure, and if they go into operation without meeting the necessary criteria, they pose a great danger in terms of both human health and environmental safety. If a bakery-producing place is suitable for Good Hygiene Practices, safe bakery products could be produced. If the layout plan and size of the bakery businesses are suitable, a business and working license and food activity permit are issued (4, 5,6). In regions affected by earthquakes, there are problems in meeting the need for enough safe bread due to the damage or complete collapse of bakeries especially using stone/wood ovens that are not separate parcels or under house. Due to the magnitude of the earthquake disaster, buildings and facilities of food supply and distribution centers were also damaged, and some were thoroughly destroyed which took time to organize and operate the damaged centers (8).

The Iranian Red Crescent Society (IRCS) neither is responsible for, nor an expert in, building codes and regulations, however, it could take part in disaster risk assessment, identifying areas where earthquake risk and poor housing construction are noticeable, educating these communities to reduce the risk, and helping for the safer building to be constructed (9). On February 22, 2005, another earthquake measuring 6.4 on the Richter scale hit Zarand, north of Kerman province, Iran. Reconstruction approaches caused the displacement of many people and forced migration to the selected sites and with the same adverse effects on food facilities (10).

People living in the earthquake area need mostly safety water, food, and medicine. If bread producers using stone/wood ovens are placed under a house or not separated from any parcel, the possibility of destruction is high. In this way, bread, one of the basic nutritional ingredients, could not be available in abundance in the disaster area (5-7).

This study aimed to investigate the effect of stone/wood ovens used for producing bread on buildings and evaluate the current legal regulations for producing bread and bread varieties and the relationship between damage risk and bread producers

using ovens under the apartment to supply enough safe food in disasters.

#### 2. Case presentation

Türkiye has experienced great destruction caused by earthquakes in the past years. The last earthquakes were on 6 February 2023, with the epicenters in Pazarcık/Kahramanmaraş (Mw 7.7; focal depth: 8.6 km) and Elbistan (Mw 7.6; focal depth: 7 km) districts of Kahramanmaraş, at 04:17 and 13:24 local time, respectively (7). During this study, damaged and/or collapsed buildings that had wood ovens (black ovens, stone ovens) for producing bread in Adana, Adıyaman, Elazığ, Diyarbakır, Gaziantep, Hatay, Kahramanmaraş, Kilis, Malatya, Osmaniye and Şanlıurfa after the 6 February 2023 earthquakes in Türkiye were investigated. For this aim, it was applied to the Republic of Türkiye Directorate of Communications (CIMER) used the Right to Information on 09.03.2023 and asked "Whether there is a license from the municipality in the business operating in bakery producing bread and bread products, whether or not there is any risk of collapse before the earthquake, although there is an "Opening and Operating Licenses of the Workplaces License" whether there are bakeries for bread production although it is not legally allowed to operate under the dwellings. The answers were obtained between 14.04.2023 and 09.06.2023, as primary sources, compiled from national and international publications constituted the secondary sources of the study. Then, the findings were processed, categorized and compared.

2.1. Official institutions to obtain information

In areas exposed to the earthquake in Türkiye on 6<sup>th</sup> Feb 2023, the major official institutions were addressed to gather information. The answers were obtained between 14.04.2023 and 16.05.2023 (Table 1).

2.2. Data obtained by some relevant authorities The answers given by the relevant authorities in line with the application made to the Presidency Communication Center regarding the situation of being under the residence in case of damage to the buildings in the earthquake are presented in Table 2.

Table 1. Obtained Data from Answered Official Institutions

Date	Name of the Official Institutions
14.04.2023	Diyarbakir Provincial Directorate of Trade
18.04.2023	Kilis Municipality, Gaziantep
02.05.2023	Yavuzeli Municipality, Gaziantep
20.04.2023	Şehitkamil Municipality, Gaziantep
24.04.2023	Karkamış Municipality, Gaziantep
27.04.2023	Karkamış District Directorate of Agriculture and Forestry
02.05.2023	Oğuzeli Municipality
28.04.2023	Onikişubat Municipality, Municipal Police
04.05.2023	Seyhan Municipality, Department of Licensing and Inspection
03.05.2023	Elazığ Metropolitan Municipality, Municipal Police
08.05.2023	Araban Municipality
16.05.2023	Hatay Metropolitan Municipality
09.06.2023	Malatya Büyükşehir Belediye Başkanlığo

 Table 2. Data obtained by some relevant authorities about heavily damaged/destroyed buildings under stone ovens affected by the 6 February 2023 earthquake

The name of relevant authorities	Answers
Onikişubat Municipality,	In our district, there is a one franca factory under the house and the building of which was
Municipal Police, Kahramanmaraş	destroyed. It has been determined that there have been still two franca factory under the
	house and there are nine workplaces. Although they have not "Workplace Opening and
	Working License" for "businesses producing bread, bread varieties, there are nine bread
	and bread varieties producers. All these workplaces are licensed by our municipality, and
	some of them have been producing bread and bread varieties in order to meet the bread needs caused by the earthquake.
Karkamış Municipality, Directorate of	According to our investigation, there is no franca factory under heavily damaged buildings,
Development and Urbanization of	the bakery places have "Workplace Opening and Working License" for "businesses
Municipality, District Government Office,	producing bread, bread varieties and they are no risk of collapse, there are two pita ovens
Department of Planning and Construction and	and franca factory. It was found that one of the pita ovens and franca factories are
Karkamış Provincial Directorate of Agriculture	established under the house.
and Livestock, Gaziantep	
Kilis Metropolitan Municipality	The Municipality reported that there are no bakeries producing bread under destroyed
	and/or severely damaged buildings affected by the earthquakes, bakery producers had
	"Working Opening and Working License" for "businesses producing bread and bread
	varieties by the municipality.
Oğuzeli Municipality, Gaziantep	It has been reported that there are no buildings that are heavily damaged or destroyed
	within the boundaries of the municipality, all bakeries in the district are "Working Opening
	and Working Licensed".
Seyhan Municipality, Department of Building	It has been reported that it would be appropriate to request the works subject to the
Licence and Audit, Adana	Environment and Urbanization Provincial Directorate.
Diyarbakır Provincial Directorate of Trade	It has been reported that the relevant issue is not within the jurisdiction.
Yavuzeli Municipality, Gaziantep	There are no enterprises producing bread in damaged buildings, the enterprises that
	operate the bakery have licenses received from the municipality, and there is no risk of
	collapse in the buildings where the operating enterprises are located. It has been reported
	that there is bread production using stone ovens that were licensed before the regulation
	and are currently operating with their previous licenses.
Araban Municipality, Gaziantep	Bread-producing businesses were licensed by the municipality, and it was reported that
	there were no stone ovens with any risk of destruction before the earthquake, and they
	were legally permitted before 2014 years under the house.

	There were no store even meducing bread under the buildings destroyed on beautiv
Elazığ Metropolitan Municipality, The	There were no stone ovens producing bread under the buildings destroyed or heavily
participation of the District Police Department	damaged in Elazig province, the bakery companies were issued by the Municipality, and
	there was no risk of demolition.
Hatay Metropolitan Municipality	In article 7 of the Metropolitan Municipality Law No. 5216, there is a Paragraph (c) titled
	"Duties and powers of district municipalities". According to the provision, bread-producing
	businesses are licensed and audited by the Metropolitan Municipality.
Malatya Metropolitan Municipality	There is one catering and bread factory to be licensed and there are no buildings that are
	heavily damaged.

#### 3. Discussion

3.1. Regulation for opening and working licenses for bread-producing businesses

The permission for bread and bread varieties production is the responsibility of the District Municipalities according to the Metropolitan Municipality Law No. 5216 on Opening and Operating Licenses of the Workplaces (3). A food business is obliged to provide and verify the conditions set out in Law No.5996 on Veterinary Services, Plant Health, Food, and Feed at every stage of its process.

The Regulation on the Registration and Approval Procedures of the Business was prepared based on Articles 22 (Responsibilities), 30 (Registration and Approval of Business), and 31 (Official controls, right of objection and official certificates) specified in Law No. 5996 (11) in Turkey. With the amendment made in the Registry and Approval Regulation in 2020 (12), "Opening and Operating Licenses of the Workplaces" for "business producing bread, bread varieties, other types of bread and business producing only plain pied or making the final baking process of plain pita and/or bread" is a legal obligation.

In Iran, Standard INSO 2800 is one of the objectives of the Seismic Design Code (13). This standard includes the minimum standards and regulations for the design and implementation of buildings against the effects of earthquakes in such a way that especially important buildings, such as hospitals, during severe earthquakes (14).

3.2. The evaluation of licensed bread and bread varieties business in Türkiye

The working license certificate given by the municipality to the food business must be suitable for their activity. For example, a business with a bakery product license cannot produce bread and bread varieties if it is under the house. According to the declarations by Istanbul Provincial Directorate of Agriculture and Forestry (15), Sarıhan (2021) (16) and Anonymous (2022b) (17), 300 out of 30 thousand small and medium-sized bakeries producing bread and bread varieties in İstanbul, 70 out of 750 bakeries in Bursa and 111 out of 260 bakeries in Antalya produce without an opening and working license for open and work business, respectively.

In a field study carried out by the Istanbul Chamber of Commerce (ICOC) in 2019, it was reported that 63.5 % of the participating companies had bread-producing permits. It was determined that 22.0 % had a license for both bread and baked goods permits, 74.4 % of the participating companies operated at the entrance of apartments, only 25.6 % had independent structures, and 79.6 % of the private companies provided service at the entrance of the apartments (18).

After the 2023 earthquake, it was stated that the unlicensed bread producers should be closed immediately, and the buildings with existing licenses should be checked. The geophysical experts emphasized that the stone/wood oven's temperature would affect the concrete quality of the building and, for these reasons facilitate the demolition of the building (20-23).

In the earthquake-affected provinces, some of the workplaces damaged, demolished, or requiring urgent demolition were food businesses and some of the damaged buildings were bread bakery businesses (20, 22, 23). In a research assessment in earthquake-affected regions, it was declared that the resistance of buildings that were under or at the entrance of an apartment was weaker than others (16). In the wake of the earthquake, the Union of Chambers of Turkish Engineers, and Architects (UCTEA) have alerted that Municipalities are responsible for providing building licenses, according to the regulation on the opening and working licenses for non-sanitary business. UCTEA explained that stone/wood ovens especially under or the entrance sections of the apartments could damage the building structure, the carrier systems such as columns and beams cause heat change, and expansion in the concrete due to the heat emitted, so it would increase the risk of damage, UCTEA suggested that bakery businesses should be detached units and inspected much more frequently (24).

There were bread production places using stone ovens that were licensed before the regulation and are currently operating with their previous licenses. In addition, although some of the bakeries didn't have "Workplace Opening and Operating Licenses for "businesses producing bread, and bread varieties, there were some bread and bread varieties producers under the building which was destroyed (25).

3.3. The effect of using black/stone ovens by bread producers under the buildings

Although the types of ovens used by businesses vary, black ovens or stone ovens are used the most. Due to the high heat emitted by these furnaces, the building concrete becomes easily broken. Although it is against the legislation that the workplaces, which are not considered bread ovens in the workplace project, operate without isolation and reinforcement, it poses a great danger in an earthquake (26-28).

Regarding the Opening and Operating Licenses of the workplace legislation changes after 2014, the establishment of bread ovens in residential areas has been prevented. This situation can lead to plaster cracks and spills in the building where the businesses producing in multi-stored sub-dwelling buildings are located. When stone kilns that produce heat are used, they cause expansion of the concrete and flexing in the columns over time, as they cause moisture (29).

Doğan (2009) reported that cooking units, called brick kilns or black kilns, are among the heavy tonnage fixtures and adversely affect the static structure of the building. When a heating bread process produced by ovens is called stone or black oven, cooking is generally done within wood or fuel oil fire. Stone ovens that produce high heat under the apartment damage the building, as they cause moisture, expand over concrete over time and stretch in columns (30). The changes in high temperature and moisture would be caused by fire cause of the physical-mechanical properties of building stones. When exposed to fire, natural stones can suffer from irreversible changes in microstructure and mechanical properties. These disorders may compromise the structural integrity and increase the risk of instability of the entire building (21).

The heat exchange of the furnaces under the apartment damages the carrier systems of the building and makes the concrete of the building easily breakable, which is expressed as "brittle concrete danger" (30-32). These inconveniences, which cause the expansion of the concrete on the floor where the furnaces are located, cause the brittle structure in the concrete structure, and the flexing of the carrier columns, reduce the strength of the buildings, especially in areas with earthquake risk, and can cause heavy damage or major destruction in the buildings (26,33,34).

## 4. Conclusion

The legislative amendment made in 2014 regarding the bakery business, which prohibits the construction of bread ovens under residential buildings, is of great importance in terms of food and environmental safety. Buildings with an oven do not have a reinforced concrete system that will not miss the heat, causing the furnaces to damage the building during the earthquake. Opening and working of bakery business places with stone/wood must be in non-detached buildings. Licensed enterprises of bread production must do the necessary analysis regarding the soundness of the buildings due to their food and environmental responsibility. Corrosion formation in buildings in areas at risk of earthquakes increases the seismic force that the structure will be exposed to in the earthquake. To take necessary preventive measures, especially heat and moisture insulation against the weaknesses that pose a risk due to mold and corrosion and increase the inspections and controls by the authorized institutions, thereby the damages of possible earthquake disasters will be reduced effectively. It is a critical point that establish food businesses that are resistant to possible earthquake hazards to provide basic food needs like bread for the affected people's health in the disaster area. Countries like Turkiye and Iran are seismically highly active countries, and the design and implementation of buildings, and workplaces' structural design and carrier systems in accordance with legal provisions must be provided regularly against the effects of earthquakes.

### **Conflict of interest**

The authors declare that there is no conflict of interest.

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