



Combined Project Information Documents / Integrated Safeguards Datasheet (PID/ISDS)

Appraisal Stage | Date Prepared/Updated: 28-Nov-2018 | Report No: PIDISDSA25802

**BASIC INFORMATION****A. Basic Project Data**

Country Romania	Project ID P168119	Project Name Improving Resilience and Emergency Response Project	Parent Project ID (if any)
Region EUROPE AND CENTRAL ASIA	Estimated Appraisal Date 26-Nov-2018	Estimated Board Date 25-Apr-2019	Practice Area (Lead) Social, Urban, Rural and Resilience Global Practice
Financing Instrument Investment Project Financing	Borrower(s) Romania (through its Ministry of Public Finance)	Implementing Agency Ministry of Internal Affairs (General Inspectorate of Romanian Police)	

Proposed Development Objective(s)

The proposed Project Development Objective (PDO) is to enhance the resilience of critical response facilities and to strengthen the institutional capacities for emergency preparedness and response.

Components

Resilient Emergency Response Infrastructure
Operational Readiness and Public Awareness
Project Management

PROJECT FINANCING DATA (US\$, Millions)**SUMMARY**

Total Project Cost	58.00
Total Financing	58.00
of which IBRD/IDA	58.00
Financing Gap	0.00

DETAILS**World Bank Group Financing**

International Bank for Reconstruction and Development (IBRD)	58.00
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Environmental Assessment Category

B-Partial Assessment

Decision

The review did authorize the team to appraise and negotiate

Other Decision (as needed)

B. Introduction and Context

Country Context

1. **Romania is one of the fastest-growing economies in the European Union (EU)**, with a growth rate of 7 percent in 2017. Growth was led by private consumption (up to 9.5 percent annually), which was fueled by rate reductions in the standard value added tax (VAT), personal income tax, and corporate income tax, and by increases in the minimum and public-sector wages and pensions. Despite rapid economic growth, Romania still faces the twin challenges of inclusion and consolidating the sustainability of its growth model through better-quality investments, higher productivity, and exports, rather than through domestic consumption alone. Further, investment increased by 5.4 percent, on the back of resurging private investment, but public investment underperformed, declining by 9.5 percent.
2. **Romania is still among the poorest countries in the EU, with more than a third of its population living on less than US\$5 per day.**¹ Romania has the highest share of population living in moderate poverty in the EU. While growth was broadly inclusive over the past 10 years, the 2008 financial crisis halted progress in poverty reduction and growth in income for the bottom 40 percent of the population. Despite a 12.6 percent annual increase in income for this group between 2006 and 2008, and government measures to overcome the crisis effect, the income growth was mostly negative for all households. Incomes for the bottom 40 percent were also affected by some of the region's largest shocks in 2009–2013, a result of large-scale employment losses and reductions in pension benefits.
3. **The government's program reconfirms Romania's road map for achieving the Europe 2020 objectives for smart, sustainable, and inclusive growth.** The government's program for 2018–2020 is focused on further investments in infrastructure, health care, education, support for job creation, and small and medium enterprise development, in addition to tax and pension reforms. It prioritizes the use of EU funds for investment in line with the European Structural and Investment Funds envelope for 2014–2020, which amounts to approximately €40 billion.

¹ Measured in 2005 purchasing power parity (PPP) terms.



Sectoral and Institutional Context

Disaster and Climate Risk Context

4. **Geophysical and climate-related disasters pose a considerable threat to Romania's efforts to alleviate poverty and to its sustainable economic growth, with disaster losses growing as climate change and urbanization occur.** Romania is prone to a range of natural disasters, particularly earthquakes, floods, droughts, and extreme weather, which have resulted in significant physical, social, and financial impacts over recent decades. Since 1990, 77 severe disaster events² were recorded in Romania, including 44 floods, 15 extreme temperature events, seven storms, two earthquakes, one drought, and one landslide, resulting in over US\$3.5 billion of direct damage.³ Disaster impacts are increasing for several reasons, including increased exposure of people and economic assets, insufficient funding for risk reduction, and climate change effects.

5. **Romania's vulnerability to natural disasters will be further exacerbated by climate change.** Romania's climate is predicted to change considerably over the next 50–100 years. Expected increases in air temperature vary between climate models, but increases in the annual average temperature are expected to be in the range of 0.5°C to 1.5°C by 2029, and in the range of 2.0°C to 5.0°C by 2099. This change is expected to lead to more frequent and persistent heat waves and more spatially extended droughts. The total amount of annual precipitation is projected to decrease by about 10–20 percent (depending on the climate model scenario and geography within Romania) by the end of the century. Precipitation patterns are also expected to become more irregular, with flood risk increasing as intense localized rainfall events become more frequent (though shorter in duration). Observed and anticipated climate change impacts include more frequent severe inland flooding, more frequent flash floods, more intense and more frequent droughts, and a higher risk of soil erosion and desertification.

Institutional Context

6. **Numerous Romanian government agencies are involved in emergency response activities.** The Ministry of Internal Affairs (MoIA) is the lead authority for all types of disasters in the country. Through its Department of Emergency Situations (DES), the MoIA coordinates key agencies involved in emergency response, including the General Inspectorate for Emergency Situations (GIES), the General Inspectorate of the Romanian Gendarmerie, and the General Inspectorate of the Romanian Police). The GIES, with over 31,000 personnel, conducts a broad range of emergency preparedness and response activities: it operationalizes the National Platform for Disaster Risk Reduction, implements the National Emergency Management System for Emergency Disaster and Response (SMISU), trains volunteer emergency responders, and actively engages with the private sector and local civil society to improve preparedness and response capabilities. In the event of an emergency, the Gendarmerie and the Police complement the response efforts coordinated by DES and provide the necessary boots on the ground to save lives and

² To be classified as a disaster, an event must conform to at least one of the following criteria: 10 or more dead, 100 or more affected, declaration of state of emergency, or call for international assistance. D. Guha-Sapir, R. Below, and Ph. Hoyois, EM-DAT: The CRED/OFDA International Disaster Database, Université Catholique de Louvain, Brussels, Belgium, www.emdat.be.

³ Data are from Guha-Sapir, Below, and Hoyois, EM-DAT.



protect property. With more than 30,000 officers and staff, the Police supports search and rescue operations, coordination and enforcement of evacuation routes and traffic control, and first responder operations. The Gendarmerie, with more than 24,000 personnel, supports search and rescue operations (including mountain rescue), establishes evacuation points, and distributes essential supplies to the affected population.

7. **Romania has established a clear decision-making and coordination structure to enable agencies with different legal and functional responsibilities at all levels of government to effectively plan, coordinate, and interact on the ground in the event of an emergency.** At the heart of the decision-making and coordination structure are action commanders and various committees for emergency situations. The role of the action commanders and committees is to assess the nature and magnitude of an emergency and the available resources—human capacity, equipment, and supplies—to address the emergency. In the event of a major disaster, the National Committee for Special Emergency Situations (NCSES) can be convened to take political and administrative responsibility for decisions regarding the response strategy. The NCSES’s permanent members are the Minister of Internal Affairs, the Secretary of State of Internal Affairs, and representatives of all line ministries. In addition to NCSES, there are also committees at the ministerial level that are responsible for ensuring emergency measures are taken in the areas that fall within their mandate. Finally, if the impact of an emergency is at the county or local level, without consequences for the society at large, the emergency can be dealt with by local authorities through the Bucharest Committee for Emergency Situations or one of the county or local committees for emergency situations. Regarding coordination, command and operational centers at both the national and county level serve as critical hubs that manage the full spectrum of emergency response actions. Finally, the GIES, the Police, and the Gendarmerie act as the first providers of immediate support at the scene of an emergency.

C. Proposed Development Objective(s)

Development Objective(s) (From PAD)

8. The proposed Project Development Objective (PDO) is to enhance the resilience of critical response facilities and to strengthen the institutional capacities for emergency preparedness and response.

Key Results

9. Achievement of the Project Development Objective will be monitored and evaluated primarily through the following key indicators.
- Police personnel with access to resilient emergency response buildings⁴
 - Direct project beneficiaries in areas served by resilient emergency response buildings
 - Strengthened capacity of Police to reduce vulnerability of emergency response infrastructure in the long term

⁴ This indicator will be disaggregated by gender during implementation monitoring and data collection.



- Strengthened capacity of Police personnel to provide operational support in the event of an emergency

D. Project Description

Component 1: Resilient Emergency Response Infrastructure (€44.0 million)

10. Given the limited institutional experience of the Police with seismic retrofitting and reconstruction of buildings and the need to acquire first-hand experience to manage such investments, Component 1 will finance no-regret priority retrofitting and reconstruction investments to allow the Police to build the necessary technical capacity. It will also enable the Police to showcase tangible results that can be replicated at scale (see Subcomponent 1A). Building on this, it will finance technical assistance to guide future infrastructure planning that covers the entire building stock managed by the Police (see Subcomponent 1B).
11. *Subcomponent 1A: No-Regret Priority Investments.* A total of 37 buildings managed by the Police have been tentatively identified as a high priority for intervention. First, these buildings are at high risk of significant damage or collapse during an earthquake. Second, the inability of these buildings to remain operational following an earthquake would negatively impact the government's emergency response capacity, with devastating consequences for affected communities. These buildings—which include operational headquarters and command and control centers—are located across 15 counties in the east and northeast regions of Romania.
12. *Framework Approach.* As a design principle of the project's framework approach, the total number of buildings will be established during the first 12–18 months of implementation, once all the required technical studies have been completed and the full cost estimates have been developed. The total number of buildings may also be impacted by fluctuations in exchange rates and market prices.
13. *Eligible Activities.* Seismic retrofitting works will be complemented by functional upgrading and adoption of energy efficiency measures. The following will be eligible: (i) preparation, review, and analysis of the technical surveys, energy efficiency audits, feasibility studies, and technical designs; (ii) retrofitting or reconstruction civil works, including improvement of buildings' functionalities according to the current code and standards, improvement of energy efficiency, and strengthening of electrical, water, and telecommunication system resilience (e.g., through the installation of generators, water storage facilities, and backup communications); and (iii) supervision of construction works.
14. *Subcomponent 1B: Long-Term Infrastructure Investment Planning.* The 37 buildings represent a small part of the overall inventory of potentially at-risk buildings managed by the Police that would require reconstruction or retrofitting. Therefore, this subcomponent will finance technical assistance to enable the Police to establish the capacity for a long-term risk reduction strategy to address this challenge. The following activities will be eligible for financing: (i) developing an infrastructure planning model; (ii) developing a framework for the assessment of the entire building stock; and (iii) designing and implementing the first stages of a training program for Police staff on infrastructure planning.



Component 2: Operational Readiness and Public Awareness (€3.3 million)

15. Component 2 will strengthen the institutional capacity of the Police to ensure operational readiness in the event of an emergency through a series of trainings and acquisition of essential emergency equipment. In addition, this component will finance various public awareness activities to inform citizens about the role of the Police in an emergency and to raise overall awareness of the project.
16. Subcomponent 2A: Operational Readiness for Emergency Response. This subcomponent will finance the acquisition of emergency response equipment and provision of trainings to strengthen the operational readiness of Police personnel. The types of equipment covered include personal protective equipment, operational and search and rescue equipment, interoperable communications equipment, and logistics equipment.⁵
17. Subcomponent 2B: Public Awareness. This component will finance the following: (i) meetings with beneficiaries (i.e., communities directly served by those Police personnel who are located in the buildings targeted under Component 1) to provide information about the planned investments, the role of the Police in emergency response, and the benefits of retrofitting and reconstruction; (ii) public awareness campaigns utilizing various communication tools, including billboards, posters, brochures, and social media; (iii) surveys to allow the Police to better understand the views of the beneficiaries and to track their views during the lifetime of the project; and (iv) the establishment and operation of a communications and grievance redress mechanism to address and mitigate adverse impacts on citizens that may arise during implementation. All activities will be designed and tailored to meet the needs of specific groups (e.g., minorities, disabled, illiterate, etc.), as identified during public consultations with the Roma Sounding Board (RSB) and the general public on the Environmental and Social Management Framework (ESMF).

Component 3: Project Management (€2.7 million)

18. Component 3 will strengthen the capacity of the Police in project management. This component will support operational expenses to ensure timely and efficient implementation of the project. It will also cover costs related to activities designed to build Police capacity in procurement, financial management, monitoring and evaluation (M&E), and environmental and social safeguards.
19. Eligible Activities. These include (i) staff salaries (for non–civil servants), external technical specialists, and experts to support procurement, prioritization of subprojects, management of social and environmental safeguard issues, financial management, M&E, and project reporting; (ii) incremental operational expenses of the Project Implementation Unit (PIU); (iii) costs for goods; (iv) consulting services and non-consulting services; (v) trainings and workshops; and (vi) audits.

⁵ Emergency response equipment covered excludes any goods and/or equipment that could be considered dual use—i.e., that could potentially be used for law enforcement and/or military aims.



E. Implementation

Institutional and Implementation Arrangements

20. **Project Implementation Unit.** The project will be implemented by MoIA through the GIRP. A dedicated PIU will be established within GIRP, and the PIU will be responsible for overall coordination and oversight, as well as relations with and reporting to the World Bank on project activities and progress. The PIU will also be responsible for all day-to-day implementation activities, including procurement, financial management, social and environmental safeguards, and M&E. An organizational chart of the PIU arrangements is provided in figure 5. Regarding staffing, the project will primarily be implemented and managed by civil servants from GIRP and will use existing staff capacity. During implementation, Component 3 (Project Management) will be used as needed to augment the PIU team with additional capacity in administrative support, procurement, financial management, and environmental and social safeguards, as well as monitoring, reporting, and evaluation. Component 3 will also support the PIU in building staff capacity in procurement, financial management, monitoring and evaluation, and environmental and social safeguards.
21. **Project Coordinator.** A project coordinator of the SoP will provide oversight and support to the PIU. The project coordinator role will be designated by the MoIA to the State Secretary for Emergency Situations. The State Secretary for Emergency Situations heads the Department of Emergency Situations⁶ and is well positioned to coordinate the three projects in relation to the SoP's focus on improved provision of emergency services.
22. **Project Implementation Readiness.** The GIRP is utilizing counterpart funding for the preparation of the technical documentation of the first batch of investments identified following a prioritization process (annex 6). The technical documentation to be developed includes preparation of technical surveys, energy audits, and feasibility studies. The technical documentation will be finalized before the project starts to ensure that the PIU is ready to start implementation.

F. Project location and Salient physical characteristics relevant to the safeguard analysis (if known)

Project activities will be in Bucharest and other areas of Romania with potential high seismic risk. Activities under Component 1 could include, inter alia, construction, rehabilitation and partial demolition of existing high risk buildings, and where found, removal of asbestos.

⁶ The DES oversees activities of the General Inspectorate for Emergency Situations and the General Inspectorate of Aviation (with respect to medical missions); it also performs the operational coordination for ambulance services in counties and in Bucharest, for Emergency Care Units and Centers (UPU/CPU), and for public mountain rescue services. Moreover, DES is responsible for overarching DRM public policy and provides Secretariat support to the National Committee for Special Emergency Situations.



G. Environmental and Social Safeguards Specialists on the Team

Mohamed Ghani Razaak, Social Specialist

Harika Masud, Social Specialist

Cesar Niculescu, Environmental Specialist

SAFEGUARD POLICIES THAT MIGHT APPLY

Safeguard Policies	Triggered?	Explanation (Optional)
Environmental Assessment OP/BP 4.01	Yes	<p>While the environmental and social impacts of the project will be largely positive by reducing the risk of damage and collapse of the selected buildings as a result of earthquakes, some adverse impacts may be generated due to building construction and retrofitting activities.</p> <p>Potential environmental impacts during the construction works could be: increased pollution due to construction waste; generation of dust, noise, and vibration due to the movement of construction vehicles and machinery; risks due to improper disposal of construction waste, or minor operational or accidental spills of fuel and lubricants from the construction machinery; improper reinstatement of construction sites upon completion of works. Moreover, due to demolishing activities, there is also the risk of asbestos contamination from the disposal of old pipes, roofing materials, etc.</p> <p>Involuntary resettlement or land acquisition is not envisaged under the project. Only construction related impacts causing inconvenience to the public and adjacent communities due to access restrictions and traffic congestion during constructions are envisaged.</p> <p>All these potential environmental and social impacts are readily identifiable, small in scale, and minimal in impact, and can be effectively prevented, minimized,</p>



or mitigated through site specific environmental and social management plans, and by including into the work contracts specific measures to be taken by contractors under close supervision of compliance by the implementing agency.

All construction, retrofitting and demolition works will be conducted in line with national environmental regulations and the World Bank's Operational and Safeguards Policies.

An Environmental and Social Management Framework (ESMF) has been prepared ex ante to supplement the Project's environmental and social safeguards instruments and public consultations held. The ESMF will screen out activities which are considered high risk, Category "A," or related to safeguards polices not triggered under projects (OP/ BP 4.01).

Performance Standards for Private Sector Activities OP/BP 4.03	No	Not applicable.
Natural Habitats OP/BP 4.04	No	The project will be implemented in settled areas and does not expect to have any activities in natural habitats.
Forests OP/BP 4.36	No	The project will be implemented in settled areas and does not expect to have any activities in forests.
Pest Management OP 4.09	No	The project does not include any activities related with pest management.
		OP 4.11 has been triggered to include procedures and responsibilities for managing works in culturally and historically significant areas and to mitigate the potential of any adverse impact of any WB financed activities on any cultural heritage assets that may be discovered.
Physical Cultural Resources OP/BP 4.11	Yes	<p>The ESMF includes requirements for the borrower and contractors, as will be reflected in further the site-specific ESMPs and the POM. These refer to specific measures necessary to be taken for complying with Romanian laws and procedures related to the physical cultural resources, and with the World Bank's requirements for managing impacts on cultural property.</p> <p>The environmental screening process will check for the presence of physical cultural resources. In</p>



		addition, cultural heritage/chance find procedures will be included in all works contracts.
Indigenous Peoples OP/BP 4.10	No	There are no indigenous people in the project area as defined by OP/BP 4.10. Roma community issues relevant to the Project have been addressed through the Roma Filter and consultations were held as part of the project preparation and appropriate measures have been included to avoid potential adverse impact to the community.
Involuntary Resettlement OP/BP 4.12	No	No acquisition of private or additional lands is expected. All the reconstruction activities will be confined to existing building premises that have been proposed for Bank support. The project will support retrofitting and reconstruction of selected buildings used for emergency response purposes which are owned by Government entities. A social screening/assessment carried out to ensure that buildings selected for construction/rehabilitation are confined to lands belong to respective state agencies and that no additional land required. An ESMF has been prepared and consulted with relevant stakeholders which outlines due diligence procedures required to anticipate and mitigate impact related to reconstruction and rehabilitation.
Safety of Dams OP/BP 4.37	No	The project does not include any dams
Projects on International Waterways OP/BP 7.50	No	Project does not have any impact on international waterways.
Projects in Disputed Areas OP/BP 7.60	No	Project is not in disputed areas

KEY SAFEGUARD POLICY ISSUES AND THEIR MANAGEMENT

A. Summary of Key Safeguard Issues

1. Describe any safeguard issues and impacts associated with the proposed project. Identify and describe any potential large scale, significant and/or irreversible impacts:

The most significant safeguard issue associated with the project is potential noise, dust, discovery and handling of asbestos and localized environmental issues associated with rehabilitation and strengthening of the buildings. Some of the buildings may also be located in cultural heritage areas so the implementing agency will need to consider the potential for chance finds of cultural significance.

2. Describe any potential indirect and/or long term impacts due to anticipated future activities in the project area:

No long-term impacts are expected.



3. Describe any project alternatives (if relevant) considered to help avoid or minimize adverse impacts.

Not applicable.

4. Describe measures taken by the borrower to address safeguard policy issues. Provide an assessment of borrower capacity to plan and implement the measures described.

The borrower will need to put in place an Environmental and Social Management Framework (ESMF), and related site-specific Environmental and Social Management Plans (ESMPs) will be prepared for each site where construction works will be implemented.

The project will not finance any Category-A activities or activities that target natural habitats or protected sites and will prohibit those activities that can cause a significant loss or degradation of any significant natural habitat.

During project implementation, GIRP-PIU will have overall supervision responsibility for ensuring that the measures indicated in the ESMF/ESMPs are being properly performed. GIRP-PIU in close collaboration with the Police local branches of the selected buildings and the local Environmental Protection Agencies will perform the environmental monitoring during both, construction and operation phases, as specified in the monitoring plan of the site-specific ESMPs. For strengthening the planning and implementation capacity of GIRP-PIU and local beneficiaries, as well as of contractors and community representatives, an appropriate training on Bank safeguards will be provided.

5. Identify the key stakeholders and describe the mechanisms for consultation and disclosure on safeguard policies, with an emphasis on potentially affected people.

All key stakeholders have been identified during the project preparation, and the ESMF has been discussed at the public consultations meeting, posted on the MoIA's website, distributed to the GIRP local units involved in the project and sent to the Bank's website. The ESMF will be incorporated into the POM. All ESMPs, based on the ESMF, will be prepared and publicly consulted for each site where construction works will be implemented.

B. Disclosure Requirements

Environmental Assessment/Audit/Management Plan/Other

Date of receipt by the Bank	Date of submission for disclosure	For category A projects, date of distributing the Executive Summary of the EA to the Executive Directors
28-Nov-2018	03-Dec-2018	

"In country" Disclosure

Romania
03-Dec-2018

Comments



C. Compliance Monitoring Indicators at the Corporate Level (to be filled in when the ISDS is finalized by the project decision meeting)

OP/BP/GP 4.01 - Environment Assessment

Does the project require a stand-alone EA (including EMP) report?

NA

OP/BP 4.11 - Physical Cultural Resources

Does the EA include adequate measures related to cultural property?

Yes

Does the credit/loan incorporate mechanisms to mitigate the potential adverse impacts on cultural property?

NA

The World Bank Policy on Disclosure of Information

Have relevant safeguard policies documents been sent to the World Bank for disclosure?

Yes

Have relevant documents been disclosed in-country in a public place in a form and language that are understandable and accessible to project-affected groups and local NGOs?

Yes

All Safeguard Policies

Have satisfactory calendar, budget and clear institutional responsibilities been prepared for the implementation of measures related to safeguard policies?

Yes

Have costs related to safeguard policy measures been included in the project cost?

Yes

Does the Monitoring and Evaluation system of the project include the monitoring of safeguard impacts and measures related to safeguard policies?

Yes

Have satisfactory implementation arrangements been agreed with the borrower and the same been adequately reflected in the project legal documents?

Yes

CONTACT POINT

World Bank



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Borrower/Client/Recipient

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APPROVAL

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Approved By

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