



Project Information Document/ Integrated Safeguards Data Sheet (PID/ISDS)

Concept Stage | Date Prepared/Updated: 04-Oct-2018 | Report No: PIDISDSC25388



BASIC INFORMATION

A. Basic Project Data

Country Romania	Project ID P168119	Parent Project ID (if any)	Project Name Improving Resilience and Emergency Response Project (P168119)
Region EUROPE AND CENTRAL ASIA	Estimated Appraisal Date Nov 26, 2018	Estimated Board Date Apr 25, 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.

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

Concept Review Decision



B - Partial Assessment

Track I-The review did authorize the preparation to continue

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. 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.

Sectoral and Institutional Context

Disaster Risk Profile

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

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



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 2.0°C to 5.0°C by 2099. This 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 turn out to be 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.
6. **Romania’s earthquake risk is among the highest in the EU; in the last 200 years, earthquakes have claimed hundreds of lives and damaged tens of thousands of buildings.** In each of the last five centuries, Romania has on average experienced two earthquakes of magnitude 7 or above. Since 1802, there have been five earthquakes above magnitude 7.5, and seismic experts consider a high-magnitude earthquake possible at any time. The Romanian economy’s vulnerability to earthquakes is exacerbated by the fact that people and assets are concentrated in areas with high earthquake hazard: more than 75 percent of the population (65 percent of the urban population) and 45 percent of all critical transport, energy, water, and communication services.⁴ Furthermore, 60–75 percent of Romania’s fixed assets, which contribute to 70–80 percent of the country’s gross domestic product (GDP), are in seismic zones.
7. **Bucharest is one of the most earthquake-prone capital cities in the EU due to its proximity to the Vrancea earthquake zone, which can produce earthquakes as high as magnitude 8.1.**⁵ In 1977, a magnitude 7.4 earthquake caused over 1,500 fatalities, left 11,321 injured, and collapsed or severely damaged 156,000 residential apartments. More than 2,274 schools and 459 hospitals were severely damaged. In 1978, a World Bank report estimated a total loss of US\$2 billion,⁶ with Bucharest accounting for 70 percent of the total (approximately US\$1.4 billion). Scientists and engineers estimate that a similar event today might have direct damage costs of €7 billion to €11 billion, with economic losses exceeding €25 billion.⁷ They also estimate that the fatalities would

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.

⁴ General Inspectorate for Emergency Situations, “Country Report: 5.1 Conditionality Romania 2016,” https://www.igsu.ro/documente/RO-RISK/Raport_Final_de_tara.pdf.

⁵ Information from Professor Radu Vacareanu, Technical University of Engineering of Bucharest, 2017.

⁶ US\$ value as of 1978. See World Bank, “Report and Recommendation of the President of the International Bank for Reconstruction and Development to the Executive Directors on a Proposed Loan to the Investment Bank with the Guarantee of the Socialist Republic of Romania for a Post-Earthquake Construction Assistance Project,” 1978, <http://documents.worldbank.org/curated/en/648451468092386192/pdf/multi0page.pdf>.

⁷ Ranges are from reports by various institutions, including Karlsruhe Institute of Technology, Technical University of Bucharest, and Romanian Insurers’ Professional Body (UN SAR), as well as World Bank, *Europe and Central Asia: Country Risk Profiles for Floods and Earthquakes* (Washington, DC: World Bank, 2016), <https://openknowledge.worldbank.org/handle/10986/25858>.



range from 700 to 4,500,⁸ with functionality and access to housing in Bucharest reduced to 30 percent, and rising slowly to 65 percent after a year and 90 percent after two years.⁹ The increased concentration of economic assets and population growth in earthquake-prone areas such as Bucharest means that earthquake risk will increase over time, almost doubling by 2080, unless urgent action is taken to reduce and manage it.

8. **Romania is one of the most flood-prone countries in Europe¹⁰ and experiences significant damage from hydrometeorological events several times per decade.** In 2006, extreme floods resulted in economic damage equivalent to 1 percent of GDP. Romanian officials ordered controlled flooding of thousands of hectares of unused agricultural spaces to prevent further damage to cities across Romania. A total of 160 localities and 21,000 ha of farmland were affected; and 10,000 homes, 600 km of roads, and 300 bridges were damaged. Today, experts anticipate that a 100-year flood along the Danube River would affect more than 800,000 inhabitants, 3,550 communities, 5 percent of national highways, 700 km of major roads, more than 2,000 km of county and local roads, 100 nationally protected areas, and more than 300 cultural heritage buildings.¹¹ A 1,000-year flood would affect more than 1.8 million inhabitants. Taking into account the change in socioeconomic and climate conditions, GDP losses from floods could quadruple by 2080. Across Romania, GDP losses are currently highest in Ialomita and Satu Mare Counties, followed by Arad, Teleorman, Giurgiu, and Calarasi Counties.¹²
9. **Romania is also experiencing more frequent and intense wildfires, droughts, landslides, and extreme heat/cold events.** Bucharest currently ranks fifth among the fastest-warming cities in the world. The frequency of wildfire events in the country has doubled, from approximately 175 per year (1956–2005) to approximately 341 per year in the last decade, with a 25 percent increase in burn area per event. During the 1980–2012 period, drought occurrences increased, with precipitation totals below normal in more than half of those years. The 2011–2012 droughts resulted in a 40–60 percent decline in crop yields. Landslides are frequent in some areas, associated with snowmelt and spring rain, intense rainfall in summer, and earthquake activity. Most of the damage is related to homes and road infrastructure. While snowfall has decreased overall across the country, snowfall events are becoming more intense, as was seen in 2014.

Institutional Framework

10. **To ensure effective emergency preparedness and response, numerous Romanian agencies from different administrative levels of government work in coordination with the private sector and civil society.** The Ministry of Internal Affairs (MoIA) is the lead authority for preparedness and response activities 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 (GIRG), and the General Inspectorate of the Romanian Police (GIRP). The GIES 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 led by GIES and provide the necessary boots on the ground to save lives and protect property. In the event of a major emergency that requires

⁸ Fatality ranges are so wide because the timing of the earthquake (day or night) significantly changes the number of people who would be inside buildings when they are damaged or collapse.

⁹ Estimates are based on modeling undertaken by the Technical University of Bucharest.

¹⁰ From 1987 to 2002, Romania had the greatest area in the EU impacted by repeated floods. European Spatial Planning Observation Network, 2004.

¹¹ Estimates are based on risk assessment conducted by the Government of Romania, known as RO-RISK (2017).

¹² World Bank, *Europe and Central Asia: Country Risk Profiles for Floods and Earthquakes*.



a national response, the National Committee for Special Emergency Situations (NCSES) can be convened. The NCSES comprises minister – or state secretary – level representatives of all government ministries, including the MoIA and the Ministry of Public Finance (MoPF).

11. **With more than 30,000 officers and staff, the Romanian Police play an important operational role in emergency preparedness and response in the country.** The institution consists of the General Inspectorate and the subordinated territorial units (i.e., the General Police Directorate of Bucharest and 41 county police inspectorates). Its primary functions include protecting rights and freedom, protecting property, preventing and investigating crimes, and maintaining public order. The Romanian Police are also mandated to provide operational support during emergencies, including search and rescue operations, coordination and enforcement of evacuation routes and traffic control, and first responder operations. To cite a recent example, 4,480 police officers were mobilized to coordinate traffic control and support evacuation efforts in response to the June 2018 floods.
12. **Romania has taken measures to strengthen its institutional and legal framework and to scale up its operational capabilities for effective emergency preparedness and response.** The Romanian legal framework for preparedness and response, complemented by European rules and regulations, meets international standards. In terms of operational capabilities, important milestones include the implementation and operationalization of the SMISU emergency management information system and the training of volunteer emergency responders. In 2014, the Urban Search and Rescue Team, under the DES, received an accreditation for disaster response from the International Search and Rescue Advisory Group (INSARAG) in line with UN standards. The government has recognized the need to modernize its emergency equipment and in 2017 announced it would endow GIES with emergency equipment worth €600 million, including 4,330 new ambulance service vehicles, new fire trucks, and protection equipment for firefighters. The government is also establishing a network of regional training centers for its operative personnel.¹³
13. **Despite these improvements, Romania continues to face challenges in disaster response, including in efforts to save lives and reduce damage to property.** The first challenge arises from the inadequate quality of its essential service buildings. Emergency personnel cannot carry out essential disaster response activities if their own facilities—e.g., fire stations or Police buildings—are damaged in the disaster. In the worst case, first responders can be among the first casualties. To address this challenge, the World Bank is currently supporting efforts to improve the seismic resilience of fire stations managed by GIES. However, other emergency response actors whose work complements that of GIES have not systematically sought to make their service buildings more resilient to disaster. The second challenge arises from the inadequate operational readiness of emergency institutions and personnel. Given that emergencies often occur with little or no warning, effective response requires a high level of readiness to act, which in turn requires prior planning, the availability of essential emergency equipment, and continuous training for all actors involved. While Romania has made significant investments in recent years, the Police — who play an important operational role in emergency preparedness and response—have made limited progress.

Relationship to CPF

14. **Building disaster and climate resilience is essential to support the World Bank's twin goals of ending extreme poverty and promoting shared prosperity.** Disaster events can undermine hard-earned development gains, potentially trapping vulnerable groups in poverty and preventing economic growth. Activities contributing to resilience are thus directly linked to sustained development and allow the poorest—those most affected by disasters—to escape cycles of poverty. Moreover, as demonstrated in the recent World Bank Report *Unbreakable*:

¹³ The centers will be in Bucharest, Iași, Suceava, Timiș, Hunedoara, Dolj, Constanța, and Mureș.



Building the Resilience of the Poor in the Face of Disasters,¹⁴ there are multiple reasons why the poor are hit hardest by disasters, including their inability to cope and recover and the lasting impact of disasters on their health and education. DRM interventions can significantly reduce these potential impacts and protect existing development gains. Such interventions are also in line with the World Bank's corporate agenda, which adopted DRM as a priority item during the 2012 Annual Meetings in Tokyo (World Bank Sendai Statement).

15. **The proposed project is fully aligned with the objectives of the Country Partnership Framework for FY19–FY23, which seeks to reduce poverty in Romania and foster sustainable income growth for the bottom 40 percent of the population.** The CPF focuses on building better public institutions through three Focus Areas. The project will contribute to the third Focus Area, “Build Resilience to Shocks,” through its focus on public buildings that are disaster resilient, climate resilient, and energy efficient. The project is also in line with the overarching goal of the CPF in seeking to improve public service delivery by building institutional capacity for prompt and effective emergency response. Moreover, the project meets two selectivity filters identified in the CPF: (i) it contributes to regional and global public goods by integrating climate change considerations into sector priorities, and (ii) it benefits the poor and vulnerable, including Roma, who would be most affected during disasters.

C. 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.

Key Results (From PCN)

16. The project has three key indicators:

- (i) Police personnel provided with access to critical facilities (number)
- (ii) Direct beneficiaries served by Police personnel based in resilient emergency service buildings (number)
- (iii) Strengthened capacity of Police personnel to provide operational support in the event of an emergency (score)¹⁵

D. Concept Description

17. The project will have three key components: (i) Resilience of Preparedness and Emergency Response Facilities, (ii) Institutional Capacity and Public Awareness, and (iii) Project Management.
18. **Component 1: Resilience of Preparedness and Emergency Response Facilities** seeks to improve the seismic safety and disaster and climate resilience of critical disaster and emergency response buildings managed by Police through investments in building infrastructure, structural strengthening, and modernization. This is especially important given that all buildings were constructed before 1990—i.e., before modern seismic and building codes were established. Improvements will ensure that these critical buildings are fully operational before, during, and after all types of events, including earthquakes, floods, storms, and extreme weather events, by incorporating measures to improve the resilience of the associated lifeline systems for each building (e.g. energy, water, and

¹⁴ Stephane Hallegatte, Adrien Vogt-Schilb, Mook Bangalore, and Julie Rozenberg, *Unbreakable: Building the Resilience of the Poor in the Face of Natural Disasters* (World Bank: Washington, DC: 2017).

¹⁵ This will be based on an annual interagency exercise and drill program that tests and evaluates the skills and abilities of emergency personnel and assigns an aggregate score of 1 to 10. The methodology for determining the baseline will be developed at the commencement of the project.



communications connectivity). In addition, the buildings will receive energy efficiency improvements that align with EU and Romanian regulations. These interventions are expected to contribute to overall operational savings and fulfilling Romania's commitments under the EU NDC such as expected reductions in Green House Gas (GHG) emissions.¹⁶ Finally, all building renovations will achieve universal access and ensure equal access for men and women by the addition of gender-appropriate facilities, as necessary.

19. **Component 2: Institutional Capacity and Public Awareness** seeks to enhance institutional capacity for emergency preparedness and response through the following proposed activities: (i) purchasing equipment and conducting drills, workshops, and trainings to strengthen the operational readiness of Police personnel and to improve coordination mechanisms with the other agencies involved in emergency response; (ii) planning seismic risk reduction and climate resilience investments to help guide future evidence-based priority investments by the Police to enhance the resilience of emergency facilities; and (iii) conducting public awareness and outreach campaigns to let local communities know how they can reduce their risks and prepare for an event; campaigns will explain the key roles of the Police in emergency interventions and clearly communicate the objective of the physical investments under Component 1.
20. **Component 3: Project Management** will support all costs related to project implementation and strengthening of staff capacity in operations management, including staff salaries (for non-civil servants), external technical specialists, consultants for procurement, prioritization of subprojects, management of social and environmental safeguard issues, financial management, monitoring and evaluation, and project reporting, as necessary. This component will also support incremental operational expenses of the project implementation units, as well as costs for goods, consulting services, non-consulting services, trainings, and audits.
21. The project's beneficiaries include (i) direct users of the resilient buildings (including rescue and response personnel, emergency and disaster response staff, administrative staff, etc.); (ii) the communities served by the Police, who would be fully operational, well prepared, and able to respond to community needs during and after an event; and (iii) the MoIA, which—through the Police—will have strengthened capacity to plan for and implement risk reduction plans and strategies

SAFEGUARDS

A. 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.

B. Borrower's Institutional Capacity for Safeguard Policies

The Borrower's institutional capacity for safeguard policies will be assessed during project preparation. The Borrower's institutional capacity for safeguard policies will be assessed during project preparation. The project will be implemented by the General Inspectorate of the Romanian Police (GIRP) under the MoIA. While the GIRP do not have prior experience

¹⁶ The EU NDC states a collective binding target of at least 40% domestic reductions in greenhouse gas emissions by 2030 compared to 1990.



with Bank Safeguards, local consultants for Environmental and Social Safeguards have been hired to support preparation of the safeguards documents. The local consultants will work closely with the GIP safeguards focal points to ensure institutional capacity is strengthened during project preparation.

C. Environmental and Social Safeguards Specialists on the Team

Mohamed Ghani Razaak, Social Specialist
Harika Masud, Social Specialist
Cesar Niculescu, Environmental Specialist

D. Policies that might apply

Safeguard Policies	Triggered?	Explanation (Optional)
Environmental Assessment OP/BP 4.01	Yes	<p>Environmental: The project is anticipated to have limited, reversible and insignificant environmental impacts due to building , reconstruction and retrofitting activities. Potential environmental impacts during the construction works could be noise pollution, emissions of particulate matter/dust in the air, disposal of waste water used during construction and rehabilitation, and disposal of excavation materials and hazardous materials. Moreover, due to demolishing activities, there is also the risk of asbestos contamination from the disposal of old pipes, roofing materials, etc. All construction, retrofitting and demolition works will be conducted in line with national environmental regulations and the World Bank’s Operational and Safeguards Policies.</p> <p>Social: The project is anticipated to have limited social impacts and risks due to building construction and retrofitting activities. 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 which will be mitigated through site specific environment and social management plans.</p> <p>The Environmental and Social Management Framework will screen out activities which are considered high risk, Category “A,” or related to safeguards polices not triggered under projects (OP/ BP 4.01).</p>



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.
Physical Cultural Resources OP/BP 4.11	Yes	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. In this context, a Physical Cultural Resources Management Plan will be prepared.
Indigenous Peoples OP/BP 4.10	No	There are no indigenous people in the project area as defined by OP/BP 4.10. However, additional analysis is needed to assess whether there are Roma issues relevant to the Project and the need for consultations on how and if the project could affect the Roma population group differently. These consultations will be conducted as part of project preparation, and will be reflected in appropriate safeguards documents and tools.
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. However, a social screening/assessment will be carried out to ensure that buildings selected for constructions/rehabilitation are confined to lands belong to respective state agencies and that no additional land required. An ESMF will be prepared that will outline 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



E. Safeguard Preparation Plan

Tentative target date for preparing the Appraisal Stage PID/ISDS

Nov 26, 2018

Time frame for launching and completing the safeguard-related studies that may be needed. The specific studies and their timing should be specified in the Appraisal Stage PID/ISDS

ESMF will be prepared and disclosed prior to appraisal. Stakeholder engagement mechanisms will be investigated during preparation and disclosed during appraisal.

CONTACT POINT

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APPROVAL

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