

**COMBINED PROJECT INFORMATION DOCUMENTS / INTEGRATED
SAFEGUARDS DATA SHEET (PID/ISDS)
CONCEPT STAGE**

Report No.: PIDISDSC17632

Date Prepared/Updated: 05-Apr-2016

I. BASIC INFORMATION

A. Basic Project Data

Country:	Turkey	Project ID:	P157683
		Parent Project ID (if any):	
Project Name:	National Disaster Risk Management Project (P157683)		
Region:	EUROPE AND CENTRAL ASIA		
Estimated Appraisal Date:	03-Apr-2017	Estimated Board Date:	20-Jul-2017
Practice Area (Lead):	Social, Urban, Rural and Resilience Global Practice	Lending Instrument:	Investment Project Financing
Borrower(s):	Undersecretariat of Treasury		
Implementing Agency:	Prime Ministry Disaster and Emergency Management Presidency, Ministry of National Education		
Financing (in USD Million)			
Financing Source			Amount
Borrower			0.00
International Bank for Reconstruction and Development			300.00
Financing Gap			0.00
Total Project Cost			300.00
Environmental Category:	B - Partial Assessment		
Concept Review Decision:	Track II - The review did authorize the preparation to continue		
Is this a Repeater project?	No		
Other Decision (as needed):			

B. Introduction and Context

Country Context

Turkey is an upper-middle-income country, with the world's 18th-largest economy. The country's GDP reached \$800 billion in 2014. Private consumption accounts for slightly lower than 70 percent of GDP and is the main driver of economic growth, while exports make up only 27.7 percent of GDP. Domestic savings are not sufficiently high (14.9 percent of GDP), and thus economic growth is financed largely by external inflows, most of which are of a short-term nature and therefore increase the risk of volatility. Turkey's development over the past decade is a story of notable turnaround thanks to successfully implemented structural reforms and sound macroeconomic management. These reforms yielded results; despite the global crisis of 2008–09, the Turkish economy expanded by an average of 4.9 percent during the 2002–14 period. These reforms created the fiscal space needed to support a large increase in both the access to and quality of basic social services.

Turkey has also had a good performance in reducing poverty and boosting shared prosperity in the past decade. Between 2002 and 2011, extreme poverty fell from 13 to 5 percent, while moderate poverty fell from 44 to 22 percent (World Bank estimates for \$2.5 and \$5 a day, respectively). The labor market has been the most important factor driving poverty reduction in Turkey in the 2000s, with around two-thirds of the decline due to higher private sector earnings or higher employment rates among poor households. Other main drivers of these positive changes have been social assistance and pensions. Pockets of poverty and vulnerability remain, particularly in rural areas and in the economically less-advanced regions. Rural poverty rates are roughly twice the level in urban areas, even though the majority of the poor live in cities.

Sectoral and Institutional Context

Turkey is vulnerable to a wide variety of natural hazards, including earthquakes, landslides, and floods. Events such as the 1999 Marmara Earthquake, which occurred in a densely populated and industrialized region, illustrate the devastation, economic damage, and loss of human life that can result from disasters. This earthquake resulted in over 18,000 deaths and estimated losses of over US\$28 billion, with the largest direct cost coming from the reconstruction of the housing stock. Most recently, the 2011 Van Earthquake resulted in over 600 deaths and generated economic losses between \$500 million and \$2.2 billion. Although less documented, floods and landslides are frequent events that cause acute localized losses. For example, severe flooding in Ankara, Izmir, and Artvin destroyed infrastructure and caused significant private property damage in both 2014 and 2015.

To build Turkey's resilience to disasters, the World Bank has played a prominent role in financing Turkey's large reconstruction and disaster risk management programs. While the partnership between the GoT and the World Bank initially focused on post-disaster reconstruction and recovery, it also provided a platform to support shifting from a reactive to a proactive approach. In each subsequent reconstruction project, a larger proportion of funds were dedicated to strengthen Turkey's capacity for disaster risk mitigation and emergency preparedness. A summary of the Bank's disaster risk management engagement in Turkey can be found in Annex 3.

Over the last decade, Turkey has initiated a number of regulatory and institutional reforms to better manage and reduce disaster risk. The GoT has also strengthened government institutions to take a more proactive approach to disaster risk. Disaster risk management is a cross-cutting theme that involves many actors and, to overcome institutional fragmentation, the Disaster and Emergency Management Presidency (AFAD) was established within the Prime Minister's Office in 2009. This new agency brought together key actors from different government agencies to consolidate emergency preparedness, mitigation, and response activities.

Grounded in these reforms, under the leadership of the Governorship of Istanbul, the Istanbul Seismic Risk Mitigation and Emergency Preparedness Project (ISMEP), a Bank funded investment program supported efforts to improve the resilience of the city's built environment and its capacity to respond to disasters. The Project pioneered an innovative approach of combining investments to reduce the vulnerability of critical public infrastructure and enhance emergency response with broad public risk awareness campaigns.

Building on the success of ISMEP, the Government aims to scale up investment in risk reduction interventions for priority sectors and emergency management systems. The first priority is to substantially reduce the risk children face to earthquakes by increasing the safety of schools and the second priority is to improve emergency management and response systems across the country.

To improve the safety of children, the Government has the goal of improving the seismic safety of all schools nationwide, which is very ambitious given the current capacity of the country. The number of potentially vulnerable schools in Turkey is estimated at 27,703, or 33 percent of all schools. Over the past decade, about 222 schools were retrofitted every year, which is less than 1 percent of the potentially vulnerable schools. This Project will support the GoT to develop an investment program to strengthen school infrastructure in a programmatic fashion instead of the current piecemeal approach and help it achieve the goal of safer school for children faster.

In addition to improving the safety of children, the GoT aims to better secure the safety of the public in a post-disaster environment. Doing so involves scaling the emergency management and response system built in Istanbul to other major cities. To achieve this objective, in 2015, the Government adopted the Turkey National Disaster Response Plan (TAMP), which guides the country's response to all types of disasters and emergencies. Now passed, local authorities are responsible for developing provincial disaster response capacity and local level service group operation systems and improve coordination in the event of a disaster. However, many local authorities do not have the experience and technical capacity to fulfill this mandate.

Relationship to CAS/CPS/CPF

The proposed Turkey National Disaster Risk Management Project is consistent with the priorities outlined in the Country Partnership Strategy (CPS) FY12-16 for the Republic of Turkey. The CPS has three strategic priorities: enhanced competitiveness and employment, improved equity and public services, and deepened sustainable development. The proposed Project is fully anchored in the third priority. In addition, disaster risk management comes out as a critical area based on preliminary findings of the ongoing Systematic Country Diagnostics which would inform the new Country Partnership Framework beyond FY16.

The Project is also aligned with Turkey's 10th National Development Plan (NDP) for 2014–2018. The Plan calls for mainstreaming disaster risk considerations into macroeconomic, sectoral, and spatial planning processes; raising awareness and resilience to disasters, and to build disaster-resilient and safe settlements. In addition, AFAD's Strategic Plan 2013-2017 calls for a more integrated, institutionally coordinated, and long-term vision to address existing challenges to build a disaster resilient society.

Building disaster and climate resilience contributes to 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 into poverty. Therefore, activities contributing to resilience are directly linked to sustained development and allow the poorest – the most affected by such disasters – to escape cycles of poverty.

C. Proposed Development Objective(s)

Proposed Development Objective(s) (From PCN)

The Project Development Objective (PDO) is to support the GoT to build resilience to the impact of natural disasters. This objective will be achieved by reducing vulnerabilities and improving preparedness in the education sector, strengthening subnational disaster risk management capacities, and improving the national capacity to respond to disasters.

Key Results (From PCN)

The key indicators for tracking progress towards the project objectives are as follows:

- (i) Reducing physical risk and improving preparedness in the education sector
 - Number of students and teachers benefitting from safer school facilities (by gender)
 - Number of schools with emergency management plans
 - Savings/benefits due to school strengthening co-benefits such as improved energy efficiency, accessibility and work place safety
- (ii) Strengthening the provincial and regional capacity for disaster and emergency management
 - Number of cities with improved emergency, communication and information systems
 - Number of cities with improved response systems
- (iii) Improving the national capacity to respond to disasters
 - Faster access to quick liquidity for responding to disasters

D. Concept Description

This Project will support the GoT to develop an investment program to strengthen school infrastructure. Since it is not cost effective to retrofit all schools at risk, the Project will support a new approach to prioritizing school retrofitting investments. A probabilistic risk assessment will be conducted during project preparation to better quantify the overall level of risk in the education sector and to identify where risk is concentrated the school infrastructure portfolio. This approach will enable a prioritization of investments that ensures that the least amount of financial resources can be utilized to reduce the highest amount of risk. Subsequently, the Project will support the development and implementation of a national Safer and Greener School Infrastructure Program. The Project will finance the first set of priority investments which will be complemented by activities related to school emergency response and contingency planning and public awareness.

The Project will also support scaling the current emergency and disaster response system across the country. The Project will support AFAD's Provincial Disaster and Emergency Centers (DaEMCs) within the Provincial Governorates with the development of the required response plans. Subsequently, the Project will support the implementation of these plans through investments for emergency communication and information systems and capacity building exercises.

The Project would consist of three components:

Component A: National Safer and Greener Schools Program – US\$ 250 million

The objective of this component is to improve school safety through investments in school infrastructure and enhance emergency response planning and risk awareness at school-level. This component will incorporate lessons learned from the Istanbul Seismic Risk Mitigation and Emergency Preparedness Project (ISMEP) in terms of operationalizing long term risk reduction programs and will build on the technical experience of the Construction and Real Estate Department of the Ministry of National Education (MONE).

Subcomponent 1: Technical Assistance. This subcomponent will provide support for enhancing MONE's capacity for implementing and managing safer and greener schools program through consulting services and training activities targeted for MONE, sub-national entities, and relevant stakeholders. These activities will focus primarily on (i) technical designs and (ii) seismic retrofitting and low-energy techniques.

Subcomponent 2: School Infrastructure Investments. This subcomponent will provide support for (i) consulting services to develop a national school retrofitting program and investment strategy to guide investments, and (ii) a package of priority investments to support improvement of existing school buildings across the country which would include retrofitting and reconstruction. Structural improvements will include seismic strengthening to ensure continued functioning of such facilities in the event of a disaster, while functional improvements will include greening and energy efficiency upgrades, asbestos abatement and removal, and modernization. These functional improvements will focus on creating an overall improved learning environment.

Subcomponent 3: School Emergency Response and Contingency Planning and Awareness Program. This subcomponent will provide support for consulting services, training and workshops to ensure that schools have an emergency response plan in place in the event of a disaster and plan for continuity to minimize the disruption of educational activities in the event of a disaster. The activities under this subcomponent will focus on: (i) the development of educational continuity plans; (ii) formulation of continuity procedures; (iii) guidance on the use of school facilities as temporary evacuation centers and on the limitations of such use; and (iv) capacity building for continuity planning. In addition, this subcomponent will finance consultant services to ensure that the physical investments (Subcomponent 2) will have support from the broader school community. These consultant services will focus on delivering: (i) public campaigns supported by various communication tools, including billboards, posters, brochures, and social media and (ii) development of in-school awareness programs.

Component B: Enhancing Capacity for Emergency and DRM – US\$ 50 million

The objective of this component is to strengthen the capacity for effective emergency response and disaster risk management at the provincial and regional level. This will be achieved through supporting the implementation of Turkey Disaster Response Plan (TAMP) and AFAD's ongoing programs to improve capacity at its headquarters, regional centers, provincial directorates, and local administrations.

Subcomponent 1: Technical Support to Local Administrations. This subcomponent will provide support for (i) consultant services and training for more effective the implementation of TAMP at the local level, and (ii) enhancing AFAD's ongoing program for supporting selected projects proposed by local administrations under TAMP. The activities under this subcomponent and training will focus on the development of provincial disaster response plans and local level

service group operation plans in addition to other priority areas defined under TAMP.

Subcomponent 2: Emergency Response, Communication and Information Systems Investments. This subcomponent will provide support for investments in emergency communication and information systems and equipment and vehicles for improved emergency response in a selected number of cities to improve timeliness and responsiveness of emergency service. These investments will include communication infrastructure, Emergency Management Information Systems, software development and hardware upgrading, emergency response equipment and vehicles, and command control centers.

Subcomponent 3: Preparedness. This subcomponent will provide support for consultant services to conduct training, exercises, and drills to strengthen the capacity of the emergency management system to effectively plan and prepare for response to disasters. The activities under this subcomponent will focus on: (i) improvement of training facilities across the country; (ii) training of first responders and other officials involved in response planning and management on skills, standards and techniques; (iii) training of search-and-rescue teams to achieve the INSARAG external classification; (iv) support for drills and exercises with relevant stakeholders, including policy and decision makers, community leaders, private sector companies, and the media; and (v) support for organizing and training volunteers.

Component C: Contingent Emergency Response – US\$ 0 million

Following an adverse natural or man-made event or that causes a major disaster, the Government may request the Bank to re-allocate project funds to this component (which presently carries a zero allocation) to support response and reconstruction. The component would allow the Government to request the Bank to reallocate project funds and designate them as Immediate Response Mechanism funds to be engaged to partially cover emergency response and recovery costs. This component could also be used to channel additional funds should they become available as a result of the emergency.

II. SAFEGUARDS

A. Project location and salient physical characteristics relevant to the safeguard analysis (if known)

Investments under Component 1 will be conducted according to the results of prioritization assessment and the locations of the investments are not known at this stage. The project will mainly finance seismic retrofitting works in schools. In addition, when necessary new constructions will be eligible for financing, sometimes associated with demolition of existing school buildings. The use of minimally intrusive technical retrofitting and construction solutions would be promoted. Both retrofitting and reconstruction interventions will have localized minor/moderate environmental impacts. Therefore impacts can be readily defined, mitigated and monitored. Reconstruction of schools is expected to be undertaken in its own plot which is publicly owned. However, there might be minimal new plots (due to title deeds or land issues) needed for this type of structural intervention. Based on the results of the inventory assessment that MONE is carrying out, if new land acquisition is needed for reconstruction of schools, MONE will seek for public land, to the extent possible. Therefore impacts can be readily defined, mitigated and monitored.

B. Borrower's Institutional Capacity for Safeguard Policies

The Ministry of National Education (MoNE) which will be responsible for implementation of

investment component (retrofitting and reconstruction works) does not have recent experience working with the World Bank or other donor partners. Therefore, during the project preparation stage meetings/trainings are being organized to make them familiar with WB safeguard policies. It should also be noted that MoNE is very experienced in conducting construction works in line with national environmental laws and regulation, which are similar to Bank's policies for regular construction operations. MoNE has also a unit in charge of expropriation. In addition, there is a broad experience gained during the previous similar seismic risk project (Istanbul Seismic Risk Project) which will be transferred to project design and to PIU during preparation and implementation stages of this project.

C. Environmental and Social Safeguards Specialists on the Team

Arzu Uraz (GSU03)

Esra Arikan (GEN03)

D. POLICIES THAT MIGHT APPLY

Safeguard Policies	Triggered?	Explanation (Optional)
Environmental Assessment OP/BP 4.01	Yes	It is expected that the project will be a Category B regarding its potential environmental impacts. Potential physical impacts are all related to building construction practices. The investments will include retrofitting and demolition&reconstruction activities (where needed). Emissions of particulate matter/dust to the air, domestic wastewater originated during construction works, disposal of excavation material, noise pollution, disposal of hazardous material (asbestos containing old pipes, paint used during construction, etc.) are the expected potential environmental impacts. These impacts are foreseeable and mitigable.
Natural Habitats OP/BP 4.04	TBD	It is expected that all retrofitting and reconstruction works will be conducted in areas which do not qualify as 'natural habitats' since schools are built or will be built close to residential areas. Depending on the selection of project locations, decision on triggering this policy can be confirmed.
Forests OP/BP 4.36	No	
Pest Management OP 4.09	No	
Physical Cultural Resources OP/BP 4.11	Yes	The policy will be triggered in cases of retrofitting works in certain school buildings depending on historical/cultural values of these schools. In addition some retrofitting/reconstruction works can be conducted in close proximity to such properties. Irreversible impacts are not anticipated given strong

		local ordinances and practices regarding cultural heritage protection. relevant mitigation and monitoring measures related to conservation of cultural heritage will be integrated into the environmental and social management framework document which will be prepared and disclosed before appraisal stage is completed.
Indigenous Peoples OP/BP 4.10	No	
Involuntary Resettlement OP/ BP 4.12	Yes	Under the scope of the proposed Project, minimal land acquisition might take place. In accordance with the current practice of school reconstruction, usually the school is demolished and a new one is built within its own plot. However, due to title deed issues or other land issues of the plot, MONE might need to acquire land or find another plot to rebuild schools. Even if new land acquisition takes place, MONE will seek for public land, to the extent possible. Accordingly, the World Bank Operational Policy 4.12 on Involuntary Land Acquisition will be triggered. Since the sub-projects to be financed under the project are not known, a Land Acquisition and Resettlement Policy Framework (LARPF) will be prepared MONE in compliance with the policy.
Safety of Dams OP/BP 4.37	No	
Projects on International Waterways OP/BP 7.50	No	
Projects in Disputed Areas OP/ BP 7.60	No	

E. Safeguard Preparation Plan

1. Tentative target date for preparing the PAD Stage ISDS

29-Aug-2016

2. 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 PAD-stage ISDS.

The project plans to conduct a prioritization study in order to determine the list of schools to be retrofitted before appraisal stage. If exact locations/footprints of the investments are identified by appraisal an environmental and social management plan (ESMP) and a land acquisition and resettlement action plan (LARAP) will be prepared by the PIU and disclosed. If only few of the locations are defined and the project is designed as a framework project, then an Environmental and Social Management Framework (ESMF) and a Land Acquisition and Resettlement Policy Framework (LARPF) will be prepared and disclosed before appraisal is completed. In case of an ESMF, it will guide the PIU about preparation, implementation and monitoring of site specific ESMPs. For LARPF, it will outline in detail the expropriation procedures for school retrofitting and

re-construction in Turkey, World Bank's OP 4.12 policy on involuntary resettlement, a gap analysis, steps to bridge these gaps and institutional responsibilities. If few sub-project's design are ready by appraisal, site specific ESMPs and LARAPs in addition to ESMF and LARPF will be prepared and disclosed before appraisal. It is also suggested that the environmental and social safeguards documents are consulted with stakeholders via public consultation meetings in order to inform people about the proposed project and their environmental and social implications and the measures undertaken.

III. Contact point

World Bank

Contact: Elif Ayhan
Title: Senior Disaster Risk Management

Borrower/Client/Recipient

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IV. For more information contact:

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V. Approval

Task Team Leader(s):	Name: Elif Ayhan	
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Practice Manager/ Manager:	Name: David N. Sislen (PMGR)	Date: 06-Apr-2016
Country Director:	Name: Johannes C.M. Zutt (CD)	Date: 21-Dec-2016

1 Reminder: The Bank's Disclosure Policy requires that safeguard-related documents be disclosed before appraisal (i) at the InfoShop and (ii) in country, at publicly accessible locations and in a form and language that are accessible to potentially affected persons.