



**The World Bank**

CENTRALIZED EMERGENCY RESPONSE SYSTEM IN PERU (P170658)

---

# Project Information Document (PID)

---

Concept Stage | Date Prepared/Updated: 04-Jun-2019 | Report No: PIDC26676

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

Country Peru	Project ID P170658	Parent Project ID (if any)	Project Name CENTRALIZED EMERGENCY RESPONSE SYSTEM IN PERU (P170658)
Region LATIN AMERICA AND CARIBBEAN	Estimated Appraisal Date Jul 22, 2019	Estimated Board Date Sep 05, 2019	Practice Area (Lead) Digital Development
Financing Instrument Investment Project Financing	Borrower(s) Ministry of Economy and Finance	Implementing Agency Programa Nacional de Telecomunicaciones (PRONATEL)	

**Proposed Development Objective(s)**

The proposed project development objective is to increase response efficiency in case of emergencies, and increase coordination between emergency response units in Metropolitan Lima and Callao

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

Total Project Cost	55.00
Total Financing	55.00
of which IBRD/IDA	44.00
Financing Gap	0.00

**DETAILS****World Bank Group Financing**

International Bank for Reconstruction and Development (IBRD)	44.00
--	-------

**Non-World Bank Group Financing**

Counterpart Funding	11.00
Borrower/Recipient	11.00



Environmental and Social Risk Classification

Moderate

Concept Review Decision

Track II-The review did authorize the preparation to continue

Other Decision (as needed)

## B. Introduction and Context

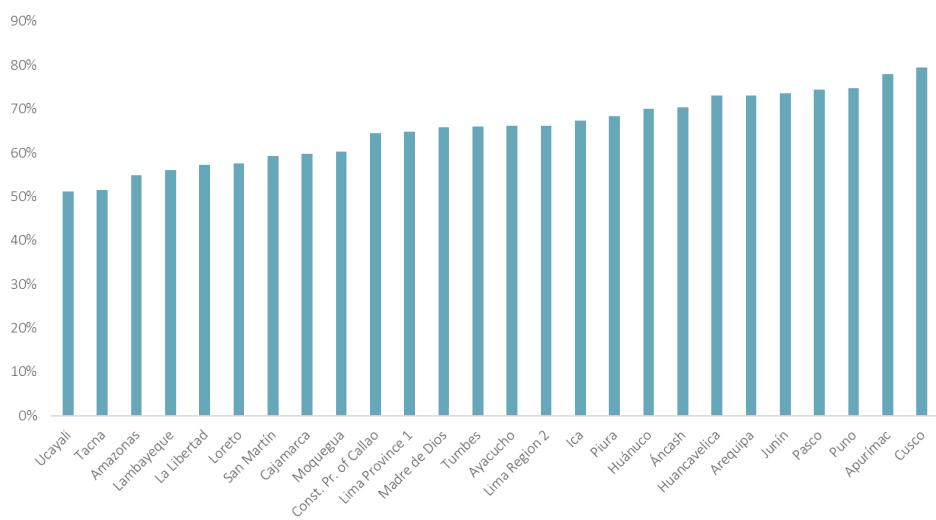
### Country Context

1. **Peru is an upper middle-income country (MIC) with remarkable economic growth over the last decade.** Economic growth accelerated to 4.0 percent in 2018, from 2.5 percent in 2017, supported by: (i) the return of investors' confidence, reflected in stronger general investment activity; (ii) an increase in export prices, such as copper, reactivating investment initiatives, particularly in the mining sector; and, (iii) a recovery in public investment. However, after a long and positive trend in poverty reduction, for the first time this century, Peru's national poverty rate increased in 2017. The national poverty rate increased from 20.7 percent in 2016 to 21.7 percent in 2017, while the extreme poverty rate stagnated. This reversal took place in the context of a deceleration of growth in overall and private consumption in 2017. As the economy recovers, the poverty rate is expected to fall again between 2018 and 2020. Projections based on the upper middle-income country poverty line of \$5.5 per day (2011 Purchasing Power Parity) show that the poverty rate is expected to fall by about 1.5 percentage points between 2018 and 2020.
2. **Peru's geography, natural endowments, and diverse population have shaped its unbalanced economic development and service delivery.** The country's plentiful natural and human endowments shaped its economic development based on capital-intensive growth that resulted in spatially unbalanced outcomes for the population. The population in Metropolitan Lima and Callao reached 10,479,899 in 2017, accounting for one third of the total population of the country. The cost of service delivery and connectivity in the vast Sierra and Selva regions is high, which has concentrated economic activity in the Costa region, especially in the area of Lima, the country's capital.
3. **According to the figures of the Ministry of Interior, between 2011 and 2017 crimes increased by 8.91% at the national level.** In the case of the districts of Metropolitan Lima and Callao, the number of crimes increased by 6.07% and 3.58% annually respectively during the same period. Likewise, the cases of emergencies registered by the Firefighter department of Peru have increased by 2.68%, between 2012 and 2018. In 2018, the main emergencies attended were the following: medical emergencies (52.68%), traffic accidents (13.39%) and fires (11.25%). According to national surveys that correspond to the January-June 2018 semester, 85.3% of the population of the urban area perceive that in the next twelve months they may be victims of criminal offenses that may threaten their safety.
4. **Gender based violence (GBV) in Peru is one of the highest in Latin America and is present in all regions and across all socioeconomic strata.** Two out of three women in Peru experience intimate partner violence (IPV), however



only 29% seeks help from an institution, typically the police. Women with higher incomes and education than their partners are more at risk to experience violence in the domestic realm. Women who live in neighborhoods with high levels of violence and criminality are at a higher risk of violence by their partners. GBV rates are high everywhere, however, they are higher in the Andean regions. Moreover, there is high acceptance of GBV in society: 40% believe that it is justified if a wife is unfaithful to their partner or if she disregards her children.

**Figure 1: Gender Based Violence by Region in Peru**



Source: ENDES

**5. Indigenous and Afro-Peruvians, who make up around 45% and 3%, respectively, face further disadvantages in living conditions.** Of the total indigenous population, around 16% speak a language other than Spanish as their native language. Peru's indigenous population is disadvantaged in terms of poverty and access to services. Furthermore, a historically low presence of the State in isolated regions has fueled a lack of trust in the State that is still visible in the generally low compliance with rules and regulations.

#### Sectoral and Institutional Context

**6. The average response time of an emergency by first response units is 45 minutes.<sup>1</sup>** There are three main entities in Peru with competencies to respond in case of an emergency, (i) the National Police Department (PNP), (ii) Sistema de Atención Móvil de Urgencia (Samu-health care provider), and (iii) the Fire Department. Each agency has a different assistance telephone number and targets a different population, which creates confusion among the citizens regarding the identification of the most suitable number in the event of an emergency and reduces the efficiency of coordination

<sup>1</sup> Information provided by the Ministry of Transport and Communications



between entities when an emergency requires action from two or more of them. The National Police Department counts with an average of 50 operators, there are normally 25 operators on each shift. As regards the Samu, they have 4 operators and the Fire department has 10 volunteer operators. The emergency response numbers that will be compiled into the centralized number 911 are described in Annex I. The lack of coordination between the different response units and the existence of different telephone numbers which causes confusion among citizens whenever there is an emergency, is one of the main factors for high time response.

**7. There is a lack of automated interconnection and interoperable communications system between all the emergency response units leading to inefficiencies.** Each emergency response unit uses a different information system for collecting all the data needed in the case of an emergency. The lack of integration and nonexistence of interconnected systems impacts emergency response effectiveness and results in an increased response time and poor coordination of agencies at all levels. In this regard, the nonexistence of a centralized emergency system is hampering citizen security.

**8. The National Police under the Ministry of Interior receives 90% of emergency calls and lacks the necessary digital and physical infrastructure to attend emergencies more efficiently.** In this regard, there is not an interoperable communications system between first response units; input of data to attend an emergency is frequently duplicated by the different agents that attend emergencies and the DataCenter employed to monitor emergency operations is outdated and unreliable. Furthermore, 94% of the calls are malicious calls<sup>2</sup>.

**9. Other first response units, such as Samu and the firefighter department also lack the adequate infrastructure to connect with the National Police whenever the mobilization of their resources is essential.** Current means of communication between first response units include radios and internal telephone calls which result in the need to duplicate information regarding the emergency situation and replicating efforts to target the emergency which results in delayed attention and service response planning since the collection of information and connection between the units is not currently interoperable.

**10. Although there is a law that regulates malicious calls to emergency response numbers, there is a lack of an enforcement framework and registry mechanisms for this type of calls.** Of the data from the different emergency response units, 94% of the calls are malicious or non-emergency calls, which include disturbing, silent and repeated calls. The lack of a regulatory framework establishing enforcement and registry mechanisms for malicious calls, nor public awareness campaigns for the citizens to understand the use and value of the emergency response numbers, hinders the effectiveness of the service and consequently leads to the incapacity of attending real emergencies.

**11. In addition, the regulatory framework in Peru does not allow for real-time and immediate localization of the calls received whenever there is an emergency.** In the event of an emergency when calling to any of the telephone numbers described in table 1, the operator needs to request the user's location and manually introduce the address or approximate location where the emergency is happening, leading to inaccuracies and adding to the time of the response. Moreover, in some of the emergency response centers this information is entered manually two or three times.

**12. The Government's National Plan for the 2016-2021<sup>3</sup> period focuses on four strategic areas:** i) Jobs, formalization and Economic Growth; ii) Public Security and the Fight Against Corruption; iii) Opportunities and Social Investment; iv) Bringing the State Closer to the Citizen. Several of these areas entail an improvement of the justice system.

<sup>2</sup> Malicious calls are defined in the present Concept Note as the calls received by the first response emergency units which are not considered real emergencies. It includes disturbing, false, mistaken, silent, repeated calls and calls requesting information.

<sup>3</sup> Plan de Gobierno 2016-2021. <http://www.presidencia.gob.pe/plan-de-gobierno>



13. **The second strategic area on Public Security aims to provide better public services, including the adoption of an emergency system to increase its efficiency**, expand access, and promote transparency, integrity and accountability. The current limitations in access to quality of basic public services across and within Peru's regions deprive the population of the opportunity they need to continue to improve their livelihoods, thus slowing progress towards Peru's shared-prosperity goals.

14. **The fourth strategic area, Bringing the State closer to the Citizen, is focused on modernizing public institutions at the national and subnational levels**, with a view of simplifying administrative processes and offering tailored public services that match citizens' needs through the reengineering of processes to increase speed and access to services. Central to this effort, the Government plans to improve the efficiency in emergency events through the creation of a single telephone number to address all emergency situations. Overall, the creation of a centralized emergency response system would play an important role in achieving the strategic objectives set out in the current administration's agenda, which include offering better public services and security to citizens, crime prevention and control, modernization of government, and improving the overall efficiency of services.

15. **Peru is also highly vulnerable to multiple natural hazards that impact its development, especially its efforts to reduce poverty and promote inclusive growth.** Since 2007, the Government has implemented important actions to improve disaster risk management (DRM) supported by the WB with two CAT-DDO operations. The poor are highly vulnerable to climate change directly (e.g., floods, landslides) and indirectly (e.g., through the impact that global warming has on water availability, and on crops and associated jobs). The creation of the centralized emergency response system will also foster inclusiveness and equal access to services, in any condition but more specifically in the event of a disaster or emergency. Peru has been very proactive in developing its disaster risk reduction policies and procedures considering it is located in one of the most active seismic zones of the world. In 2011, a new law on disaster risk management established a comprehensive National Disaster Risk Management System (Sistema Nacional de Gestión del Riesgo de Desastres, SINAGERD). The objective of the Peru Disaster Risk Financing Project (P155564) was to reduce the financial vulnerability of the Government of Peru to natural disasters by improving its financial response capacity in the aftermath of natural disasters while protecting its long term fiscal balance. The purpose of the proposed project was to increase the capacity of the public and private stakeholders in the financial protection of the state against natural disasters in order to meet post-disaster funding needs without compromising fiscal balances and development objectives.

16. **In this context, it is crucial for Peru to continue to strengthen the management and response to emergency situations, which has led to the Ministry of Transport and Communication developing a plan to promote the development of a more efficient and faster response to emergencies.** To build on this strength, the World Bank Group is committed to provide Peru with integrated solutions, combining both global knowledge and smart financing—all designed against the backdrop of the country's need to increase the efficiency and effectiveness of emergency response.

17. **With the Government of Peru's plans to develop a centralized emergency system, greater integration and connectivity of platforms should be implemented to achieve a more efficient response to emergencies.** Peru needs to improve the network infrastructure and connectivity between all relevant actors to help unlock the potential to develop a quality integrated emergency service.

18. **In this regard, scarcely interconnected ICT infrastructure and limited usage of Information and Communications Technologies (ICT) are hampering public safety and adequate emergency response in the region.** Overcoming the lack of an integrated centralized emergency response system constitutes an important step to promote economic growth and well-being of the population.



19. International experience shows that without an adequate emergency response system with an appropriate interconnection and interoperability between all players, the level and effectiveness of response to an emergency is constrained, resulting in incompetent and inefficient results. Therefore, it is essential to leverage existing resources and implement new components (such as necessary infrastructure, software, hardware, and network linkages) in order to provide a more effective emergency service.

### C. Proposed Development Objective(s)

20. The proposed project development objective is to increase response efficiency in case of emergencies to the population, and increase coordination between emergency response units in Metropolitan Lima and Callao.

#### Key Results (From PCN)

21. **The Project will enhance the capacity to effectively prepare for, respond to, and dispatch emergency events in the Metropolitan Lima and Callao, including the ability to reduce the number of malicious calls.** The key indicators for tracking progress towards the project objectives are as follows: The creation of the Centralized Emergency Response System will enable the following:

- a) reduction of the rates of malicious calls by maximizing the functionalities of new networks and multimedia access devices, allowing to optimize the process of attention, dispatch and monitoring of emergency calls to the population
- b) reducing emergency response times through the creation of the Centralized Emergency Response System,
- c) improving coordination between responding units by increasing the number of coordinated actions carried out by the emergency response units and the centralized emergency response Center,
- d) improving perception of security and emergency responsiveness within the population
- e) strengthening the institutional capacities of emergency response service providers (including, but not limited to digital skills, emergency response skills, psychosocial and indigenous languages skills), and increasing public awareness within the population with regards to the use of the emergency response service (911).

### D. Concept Description

22. **The duration of the Project will be four (4) years.** This Project will ensure that the population of the districts of Metropolitan Lima and Callao receive appropriate attention in the event of emergencies through the integration of all the existing emergency numbers into a unique number, where the calls will be monitored and dispatched at a centralized emergency response Center and referred to the corresponding emergency response units.

23. The proposed project would serve to improve the critical capacity and infrastructure for emergency planning and response through the implementation of a single number for emergency calls and a dedicated line for GBV cases, which will allow the population to access the centralized emergency response Center more quickly and will consequently increase the efficiency on the provision of the emergency service while reducing the time of response.

24. The project will finance the activities described in the Profile Study shared by PRONATEL which is divided in 12 modules. The proposed operation consists of four components:

- **Component 1: Enabling environment (Estimated cost: USD5,000,000).**



This component will support the Ministry of Transport and Communications in designing and implementing the institutional, regulatory, and procedural improvements needed for the correct functioning of a centralized emergency response platform

- **Component 2: Building infrastructure to control and support the emergency response system and appropriate routing (Estimated cost: USD15,000,000)**

The construction of the centralized emergency response center where the emergency calls will be attended, processed and dispatched as well as the necessary infrastructure needed to attend the emergency will be financed under the present component.

- **Component 3: Digital Infrastructure for the centralized emergency response platform (Estimated cost: USD30,000,000).**

Hardware, software and equipment required for the implementation of the 911 Centralized Emergency Response Platform.

- **Component 4: Extension and Interconnection of Emergency Services to Gender-based Violence Hotline (Estimated cost: USD5,000,000)**

This component seeks to provide an easy to access “port of entry” for victims of GBV.

Legal Operational Policies	Triggered?
Projects on International Waterways OP 7.50	No
Projects in Disputed Areas OP 7.60	No

#### Summary of Screening of Environmental and Social Risks and Impacts

Environmental risks related to capacity for implementation are considered Moderate. The environmental proposed risk classification for this project is ER Program is Moderate under the World Bank ESF. The 911 building will be constructed in Chorrillos, a district where there is no potential risk of affecting environmentally sensitive areas, indigenous communities nor human settlements. Classification responds to potential environmental risks and impacts stemming from the construction of the 911 building under Component 2, which are not likely to be significant. These: (i) are predictable and expected to be temporary and/or reversible; (ii) are low in magnitude; (iii) are site-specific, without likelihood of impacts beyond the actual footprint of the infrastructure; (iv) occur in an urban area, away from environmentally sensitive areas, and thus no impacts are expected over natural or critical natural habitats; (v) are not expected to cause serious adverse effects to the environment; and (vi) can be easily mitigated in a predictable manner. Based on the review of available documentation, and discussions with PRONATEL, key anticipated environmental risks and impacts are related to noise, dust, traffic congestion and waste management, community health and safety, (third party accidents), or inadvertent impacts on cultural heritage.

The Project is expected to have positive social impacts on vulnerable populations, as its main objectives are intended to improve access to emergency response services, (via “911” emergency line or “100” GBV hotline). Evidence identifies that people living in poorer neighborhoods with higher criminal rates are more likely to experience some form of violence. Social risks associated to this operation are considered low. The project provides a unique opportunity to strengthened emergency response services in the country and develop communications, advocacy and citizen



engagement initiatives, including support for the integration of the “100” gender-based violence hot line. In order to adequately assess key risks and opportunities, The social safeguards team recommends carrying out a stand-alone social assessment will be carried out to inform the design of the project, (ESS1 – Environmental and Social Assessment). Aspects that will be assessed include regarding: (i) citizen experiences using emergency services in the country, including a specific section on GBV, (ii) operators’ perceptions about the services provided, including training and working conditions, (iii) frequency of use of indigenous native languages in the delivery of emergency services, and (iv) existing advocacy and citizen engagement practices in the country, identifying the most successful. The assessment for GBV victims should take stock of scope demand for psychosocial support services and the handling of cases from indigenous communities. The social safeguards team recommends that special attention is given to strengthen phyco-social and languages training of operators to manage and process emergency calls, including handling calls in native indigenous communities. In addition, interinstitutional coordination and arrangements will be needed, particularly for the “100” Line, including referral services to other assistance services. As part of the Environmental and Social Framework (ESF), ESS 10, a Stakeholder Engagement Plan will be needed developed and will including different government institution, 51 municipalities in Lima and Callao and different advocacy groups in the country. Further to ESS1 and ESS10, ESS2 – Labor and Working Conditions, ESS4 – Community Health and Safety, and ESS7 - ESS7 Indigenous Peoples/Sub-Saharan African Historically Underserved Traditional Local Communities will apply (further details in ESRS).

**Note** To view the Environmental and Social Risks and Impacts, please refer to the Concept Stage ESRS Document.

## CONTACT POINT

### World Bank

Rocio Sanchez Vigueras  
Digital Development Specialist

### Borrower/Client/Recipient

Ministry of Economy and Finance  
Sheila Joana Miranda Leo  
General Director Public Investment  
smiranda@mef.gob.pe

### Implementing Agencies

Programa Nacional de Telecomunicaciones (PRONATEL)  
Raul Marco Garcia Loli  
Executive Director  
rgarcial@mtc.gob.pe



**The World Bank**

CENTRALIZED EMERGENCY RESPONSE SYSTEM IN PERU (P170658)

#### **FOR MORE INFORMATION CONTACT**

The World Bank  
1818 H Street, NW  
Washington, D.C. 20433  
Telephone: (202) 473-1000  
Web: <http://www.worldbank.org/projects>

#### **APPROVAL**

Task Team Leader(s):	Rocio Sanchez Vigueras
----------------------	------------------------

#### **Approved By**

Practice Manager/Manager:

Country Director: