

## **Table of Nomination**

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### **Major Achievements:**

Nanning, a developing city, has been dedicated to improve the living environment and build a safe and harmonious city. In particular, great results have been achieved in the regard of legal innovation, structural innovation and technical innovation in public safety. Since the year of 2000, in the condition of tight local budget, Nanning has

made an accumulative investment of RMB 215 million to construct the City Integrated Emergency Response System which is the first of its kind in China in four stages. It integrates successfully the "110" police call system, the "119" fire reporting system, the "120" emergency first-aid center, the "122" traffic accident reporting system, and over 30 non-emergency public service system originally under the management of separated government departments. Furthermore, with a policy stressing on taking precautions prior to incidents, 6,234 sets of contingency plans have been compiled to establish a supervising network on urban public safety. China's first piece of legislation regarding emergency response for urban public safety has been put into effect in Nanning. By establishing government leadership in the programme, departments of every function cooperate in a tightly and quickly coordinated way. Every type of social group, association, organization and community participates together in the systems and operational mechanisms involved in ensuring public safety.

With the effective functions of the Integrated Emergency

Response System integrating the emergency rescue, non-emergency assistance, disaster and incidents prevention, and city infrastructure management, the capability in dealing with emergency response has increased six folds than ever. Although the built-up area of the city and the permanent resident population have increased massively, the city is nevertheless better equipped than ever to control or prevent safety and security related incidents of all kinds. The city is relieving the anxieties and problems of its residents and is resolving conflicts in a timely way through providing non-emergency public services. By establishing a contingency system of public safety, the city has thus effectively prevented the occurrence of accidents and disasters and greatly reduced the possibility of loss from them. Nanning becomes a safe, just and harmonious city.

The system provides the developing cities of China and foreign countries with transferable practical experience and promotes the implementation of the UN's "Safer Cities Asia" Activity of Safer Cities Program. Delegations of city governments from about 200 domestic cities and foreign countries especially Asian countries

including Vietnam, Thailand, Laos, Cambodia, Malaysia, and Myanmar observed the system and highly praised it a replicable good practice.

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## **Abstract**

How does a developing city effectively solve the increasingly complex public safety problems arising from rapid urbanization? Nanning City offers a successful example in its City Integrated Emergency Response System.

Since 2000, Nanning City has developed this system in accordance with its own financial capabilities, emphasizing government leadership, broad-based public participation, and an incremental approach to development and refinement.

With an accumulative investment of about 30 million US Dollars, this system, constructed in four stages, has become the first in China that integrates the emergency rescue, the non-emergency assistance, disasters and incidents prevention, and city infrastructure management, and provides the prompt response, integrated command and joint actions.

### **Conditions before the Construction of the System**

- The separated management of limited rescue resources brought out difficulty in coordination and high cost in operation. When crime and incidents happened, relevant departments could not arrive at the scene due to the lack of coordination and the delay of information communication, resulting in inefficient rescue and assistance.
- Citizen's calls for non-emergency assistance were not responded promptly, Always only after many phone calls could relevant assistance be delivered.
- Without preventative capability prior to disasters and incidents, the relevant departments could only conduct the aftermath rescue.
- Because of lacking efficient management of urban infrastructure, incidents were easy to happen when some public facilities were damaged.

### **Results after the Completion of the System**

#### **• Strengthen Emergency Response Capability**

By integrating the "110" police call system, the "119" fire reporting system, the "120" emergency first-aid center and the "122" traffic accident reporting system, a unified coordination of command has been achieved that spans different departments and jurisdictions, and processes information from different types of emergencies. As a result, members of the public need only dial any of the above toll-free numbers to receive fast and accurate rescue for

any emergency. When the City Emergency Response Center receives the first call, it quickly relays the alarm to dispatch police, fire and emergency medical units. Within five minutes the first team of personnel with equipment will be on the scene.

- **Improve Public Service Capability**

Previous calls for assistance from various government departments, including the 12348 Legal Aid Hotline, the 12369 Environmental Complaints Hotline, the 5516551 Tourism Complaints Hotline and the 12358 Commodity Pricing Complaints Hotline, have been brought together under the one-call system: 12345 Mayor's Hotline, to provide the public with unified access to non-emergency public services.

- **Increase Impact of Prevention; Broaden Public Participation**

The system emphasizes a policy of taking precaution prior to incidents and cooperative prevention, with 6,234 sets of contingency plans being compiled. A cooperative system of prevention has been established wherein the institutions, groups, organizations and residents of every neighborhood are guided by government into participating in the maintenance of urban safety, therefore, lots of social disputes and crime will be solved before happening.

- **Promote the Urban Infrastructure Management Capability**

City infrastructure management has been computerized, providing the capability for ensuring the safety of public facilities. All the city infrastructure are under monitoring around the clock, including the manhole covers, the street lighting, and gas pipe etc.

### **Applicability of the System**

In view of fiscal budgetary limitations, relevant organizations were encouraged to participate in investment and construction of the system which was implemented by phases, and improved incrementally.

It has proven possible in a developing city to introduce advanced outside technology and to encourage initiative in bringing forth new ideas and integrating resources, for the purposes of setting up an emergency response system adapting to the development of the city and the realization of a leap-over development in the sector of public safety.

The promulgation of local legislations regarding emergency response procedures and public safety standards, the continued operation of the system is ensured, as is the prospect for ongoing upgrading and wider application.

The construction and operation of the system are the response and implementation of the UN's "Safer Cities Asia" Activity of Safer Cities Programme.

# **A Programme for Ensuring Urban Safety with Integrated Emergency Response System**

## **Background**

Nanning is the capital of Guangxi Zhuang Autonomous Region, located in southwestern China. The city comprises six counties and six urban areas. It covers an area of 22,112 square kilometers and is home to over 6.7 million people.

Nanning is considered to be among the lesser developed cities of China. In the year 2000 the GDP was just RMB 29.43 billion, ranked the 20<sup>th</sup> among China's 27 provincial capital cities. The financial revenue was just RMB 3.03 billion.

In recent years the rate of urbanization has continuously increased. Throughout this process, Nanning has adhered to the concept of "people first", taking the development of a safe, just and harmonious city as the most important element in improving the living environment of the people. In doing so it has accomplished some outstanding achievements: in the year 2000 Nanning was listed by UN-HABITAT as a good practice of Dubai International Award for Best Practices in improving the living environment; in 2001 Nanning won the first "China Habitat Award" and received it again in 2006 with the designation of "Excellent Model City for Water Management ". Furthermore, in 2005 the city was honored with the "Chang'an Cup", China's highest award in the field of law and order.

## **Project Description**

### ***Problems***

- Since 1995, the built-up areas of Nanning have grown to 170 square kilometers from 94.33 square kilometers, with the population increasing to 1.7 million from 1.0349 million. As with other developing cities, Nanning is confronted with the threats of violence and crime, accidents and natural disasters.
- Existing public aid and service systems lacked integration, with the independently established departments unable to share resources or cooperate easily, and suffering from high operating costs.
- There was insufficient means for raising public awareness regarding safety, and there was no mechanism for the public to bear joint responsibility for urban safety.

## ***Objectives***

The objective was to establish an integrated emergency response system embodying emergency rescue, non-emergency public service and incident prevention components. The model called for leadership by the government with a mechanism for broad-based participation in the management of public safety and security. This system would provide a rapid, effective response to violence and crime, would reduce the threats of accidents and natural disasters, thereby meeting the safety needs of the public and guaranteeing the security, justness and harmony of society.

## ***Measures Taken***

### **• Establish the China's First City Integrated Emergency Response System**

In October 2000, the city began to set up China's first specialized mechanism of city integrated emergency response, the Nanning City Emergency Response Center (CERC). This was established directly under the leadership and management of Nanning City government, and thus the centralized model strengthens the guiding influence of the city government in the area of safety management.

### **• Construct Emergency Response System to Achieve Unified Command and Joint Actions**

The City Integrated Emergency Response System was implemented in phases in accordance with the city's ongoing financial capabilities. The first phase of development began at the end of 2000 with an allocation of RMB 160 million from the tight local budget, and service to the public began in November 2001. This phase saw the creation of a system of unified command, control for emergency response. By consolidating the "110" police call system, the "119" fire reporting system, the "120" emergency first-aid center and the "122" traffic accident reporting system, a unified coordination of command was achieved that spans different departments and jurisdictions, and that provides for the sharing of resources appropriate to different types of emergencies. As a result, members of the public need only dial any of the above toll-free numbers to receive fast and accurate rescue for any emergency.

### **•Construct Non-Emergency Assistance System**

The second phase of implementation consisted of a non-emergency assistance system, entailing an expenditure of RMB 8.6 million and entering service in December 2003. Various government departments under separate management were consolidated, including the 12348 Legal Aid Hotline, the 12369 Environmental Complaints Hotline, the 5516551 Tourism Complaints Hotline and the 12358 Commodity Pricing Complaints Hotline. These were brought together under the 12345 Mayor's Hotline to provide the public with unified access to non-emergency public services.

### • **Construct Preventative Public Safety System**

The third phase consisted of establishing prevention systems for public safety, emphasizing a policy of taking precautions prior to incidents. An emergency response contingency system was established to cover natural disasters, catastrophic accidents, public health crises, water safety, housing safety and school safety. At the same time, a cooperative system of prevention was established wherein the institutions, groups, organizations and residents of every neighborhood were guided into participating in the maintenance of urban safety.

### • **Construct Infrastructure Safety Management System**

The fourth phase entailed "digitizing city management". This was based on the integrated emergency response system, and made the effective monitoring, control and management of city facilities a reality, thus ensuring the safety of public facilities. This phase became operational on June 2, 2007 at an expenditure of RMB 38.5 million.

## ***Results***

### • **Strengthened Emergency Response Capability**

In the evening of December 24, 2006 a fire broke out at the Bulanka Bar, No. 4 E. 1st Lane at Yuanhu Rd. The fire endangered the lives of 400 patrons in the bar as well as the safety of people and property in the neighboring area. When the City Emergency Response Center received the first call, it quickly relayed the alarm to dispatch police, fire and emergency medical units. Within five minutes the first team of personnel with equipment was on the scene. Thanks to the rapid response, only three minor injuries were incurred.

Prior to the completion of the Integrated Emergency Response System, this kind of situation would require dialing at least four different phone numbers to contact all of the departments needed to handle the emergency. It was frequently the case that some particular numbers would not be called, delaying urgently needed help. Now, however, it is only necessary to call a single phone number to report any kind of emergency and receive fast and effective rescue from all needed departments.

Furthermore, the CERC call taking time—approximately 2-3 seconds—is the quickest in all of China, and exceed by far the current national industry standard of 10-15 seconds. The CERC also makes use of a Geographical Information System to automate the pinpointing of alarm reporting locations for the city's over one million land-line telephones. This permits the deployment of the emergency response assets nearest to the incident, which both shortens response time and has created a six-fold increase in emergency response capability. The CERC, compared with 800 calls per day before, now handles over 5,000 emergency calls per day on average, over 7,000 at peak times, with 120 times greater area of command signal coverage. The effective rate of residents seeking assistance has increased 1.7 times.

## **Increased Impact of Prevention**

In mid-July 2006 Nanning experienced a period of unusually heavy rainfall. As the city government issued flood warnings, it also set in motion the Nanning City Flood Contingency Plan. Then in the morning of July 18th, the CERC received word that 74 teachers and students were in danger of being trapped at the Lejie Nursery School, located in a low-lying area of a city suburb. The CERC quickly assembled personnel and resources from the surrounding area to undertake rescue procedures. Shortly after the students and teachers were evacuated, flood water rapidly inundated the first-floor classrooms.

By establishing and perfecting a contingency system, and by strengthening precautionary measures, the city has thus greatly reduced the possibility of loss from accidents and disasters. Nanning has already compiled 6,234 sets of contingency plans covering every type of safety-related incidents that may occur at the city or county levels, in communities, businesses or schools.

### **• Improved Public Service Capability**

The Donggouling community is a large shanty area at the edge of the city limits. Prior to the end of 2001, 2702 families lived there (of which 1958 were of non-local origins), with a population of 10,093. 90% of the dwellings were simple, crude shelters, with 35% of the residents having no running water and 83% of the available work force lacking stable employment. Public order was in a chaotic state and fires were a frequent occurrence.

In January 2001 a "shanty area" upgrade project was initiated, providing solutions to the problems of housing and drinking water safety. After the 12345 Mayor's Hotline was set up, community residents could use this convenient channel to make known their requests for better services in the areas of job training, employment guarantees and the management of safety and security. The government then actively adopted various measures, such as the establishment of a "Migrant Population School" as well as public service mechanisms and local sites for commercial networks. As a result, the percentage of the available workforce receiving occupational training reached 100% and 1,023 people were assisted in gaining new jobs, among whom women constituted 48.68%. In addition, a public safety and security patrol was organized to improve the public order situation in the community.

Between December 2003 and June 2007 the Mayor's Hotline answered a total of 460,000 calls from city residents. According to follow-up inquiries, the rate of satisfaction has reached 98%.

By providing effective, high-quality non-emergency public services, the city is relieving the anxieties and problems of its residents and is resolving conflicts in a timely way. This builds greater community cohesiveness among the people and furthers social harmony.

## • **Broadened Public Participation**

On any given day in Nanning's Wangzhou Nan neighborhood one can come across the "Grandma Patrol". This is a voluntary community watch group operating under the guidance of the government and is composed of 26 retired women, the oldest member of which is 81. They cooperate to maintain neighborhood safety and at the same time are actively involved in mediating neighborhood disputes, in promoting good relations among neighbors and in encouraging others to join in this effort.

At present there are 6,453 such patrols in the city, incorporating 66,730 volunteers. The city government is promoting the participation of the entire populace in maintaining the safety and security of the city, and in so doing has created an integrated model that involves together in every community the police, security guards, neighborhood committee members and community volunteers. Participation cuts across all groups and organizations, including trade unions, women's organizations, youth groups, professional associations, schools and businesses.

## **Principal Partners**

### **Funding Support**

- The United Nations Development Programme has funded visits by 20 specialists from China, the US and Spain to provide the Nanning integrated emergency response system with expert assistance.
- In 2002 the government of Spain provided a loan of USD 4.7 million to purchase ambulances and medical equipment.
- In 2002 the government of Austria provided a loan of USD 4.98 million to help purchase aerial ladder trucks and chemical cleansing vehicles.

### **Technological Support**

- The Motorola Corporation of the United States has provided wireless mass communication equipment, as well as help in technical consultation, personnel training, project management and systems integration.
- The Siemens Corporation of Germany has provided the cable communications equipment for emergency response dispatch communication.
- The National University of Defense Technology was directly involved in design.
- Further guidance and assistance has been provided by the National Ministry of Information Industry, the Ministry of Construction, the Chinese Academy of Social Sciences and China Academy of Safety Science and Technology.

### **Community Support**

- In 2003 the Ya-Ao Digital Corporation of Nanning furnished RMB 8.6 million for the development of the non-emergency public service system.

- In 2005 the Silver Shield Fire Fighting Network Co. of Nanning provided RMB 17 million to install in the city's major buildings fire monitoring and control systems that are linked to the City Integrated Emergency Response System.
- A great number of social organizations, including community committees, trade unions, youth leagues and women federations have joined in maintaining a safe and secure society, participating in all types of aid work. A volunteer contingent organized within the Nanning Youth Volunteer Association alone boasts 160,000 members.

## **Impacts**

### **•Effectively Curb Various Crimes**

As built-up areas of the city expand and the population increases, crimes of all types are nevertheless being kept effectively under control. Statistics comparing 2006 with 2002 show that crimes with the greatest impact on the lives and property of residents—robbery, assault and battery, and rape—decreased by 11.44%, 12.65% and 22.16% respectively.

### **•Greatly Improve the Protection and Help for the Disadvantaged Groups**

The non-emergency assistance system of the Emergency Response Center is equipped with a "Juvenile Rights Hotline", providing guidance for youth and helping to protect their rights. The result has improved safety and prevention awareness among youth and a reduction of juvenile crime. The "Legal Aid Hotline" provides free services to those who lack legal knowledge or lack the financial means to engage a lawyer. This has helped resolve social conflicts and reduced the possibility of violence. "The Labor Safeguards Hotline" is intended for migrant workers involved in labor disputes and for providing other employment-related services. By perfecting such service functions, the government is demonstrating its concern for vulnerable groups and is allowing all members of society to enjoy equally the fruits of development. This has generated broad public support.

### **•Successfully Provide Transferable Practical Experience**

The system provides the Southeast Asian countries with transferable practical experience and promotes the implementation of the UN's "Safer Cities Asia" Activity of Safer Cities Program. Delegations of city governments from Vietnam, Thailand, Laos, Cambodia, Malaysia, and Myanmar observed the system and highly praised it a replicable good practice.

### **• Effectively Upgrade the Safeguard Capabilities**

The system provides stronger safeguard capabilities for the economic globalization and the strengthening of international ties, including the ability to fight terrorism. Since 2004, the city of Nanning has relied on the Integrated Emergency Response System in successfully providing for the safety and security

of the annual China-ASEAN Expo. In particular, in October of 2006 the "China-ASEAN Commemorative Summit on the 15th Anniversary of the Establishment of Dialogue Relations" was held in Nanning, with 11 heads of state and government leaders, over 160 ministerial level officials plus tens of thousands of visitors from the countries involved. No lapses of security occurred and guests all received a positive impression.

- **Broadly Appraised by Citizens and Investors for the Urban Safety**

The public clearly feel that Nanning has experienced a marked improvement in the maintenance of social order, and they experience a greater sense of security. Outside investors also demonstrate confidence in the safety of Nanning, as reflected in the yearly increases in investments in foreign capital, which reached USD 1.06 billion in the recent five-year period. This represents a 1.87 times increase over the previous five year period.

## **Sustainability**

- **The China's First Legislation on Integrated Emergency Response**

On May 1, 2002, Nanning announced and put into effect the "Interim Provisions of Nanning City for Integrated Emergency Response". This was China's first piece of legislation regarding emergency response for urban public safety. This legal enactment guarantees sustained development for the program.

- **The China's First Standard for City Integrated Emergency Response System**

On September 30, 2005 the "Fundamental Functional Requirements for City Public Security Emergency Response System" was put into effect as a local standard (No. BD45). This provided the nation with a model as well as practical experience for the study of technical standards in urban integrated emergency response.

- **The Long-Term and Effective Mechanism for All Citizen Participation**

The impact of the Integrated Emergency Response System has heightened public awareness regarding the maintenance of urban safety, bringing people to understand that every member of society has a responsibility to reduce crime and violence and to rid society of injustice. The result is the formation of a workable system under government guidance with the broad-based participation of the government, all classes of society and all members of the public.

- **The Increasing Service Functions**

The multilingual capabilities of the Emergency Response System are progressively increasing. Emergency and information services can now be handled in English, Vietnamese, Thai, Lao, Cambodian, Burmese and Indonesian during the period of the annual China-ASEAN Expo.

## Wider Applicability

- In March 2004, in Zhengzhou city, the China State Council convened the "Symposium on Formulating and Improving Emergency Response and Contingency Planning Work in Some Provinces and Large Cities". This meeting affirmed the emergency management model of the Nanning CERC, and recommended its application across the nation.
- In May 2004, the General Office of the China State Council recommended the integrated emergency response mechanism created by Nanning to all central ministries and the People's Governments of all provinces, autonomous regions and municipalities.
- In January 2006, the Chinese Ministry of Public Security strongly recommended the adoption of Nanning's integrated emergency response mechanism throughout the country.
- On November 9, 2005 Under-Secretary-General of the United Nations and Executive Director of UN Habitat, Dr. Anna Kajumulo Tibaijuka, as well as officials from the Directorate-General for Research of the European Commission visited the Nanning CERC. Dr. Tibaijuka expressed her high appreciation of the system and her willingness to recommend the system to cities in other developing nations.
- A great many cities from home and abroad have sent personnel to observe the Nanning system. As a result, Weihai, Xiamen, Hangzhou and Chengdu are now in the process of establishing similar systems. Delegations from nearly 100 domestic cities, including Beijing, Shanghai, Tianjin, Guangzhou, Hangzhou, Chengdu and Weihai—altogether numbering some 84,000 people—have come to visit and learn from the center. In addition, delegations from the European Union, the United States, Australia, Vietnam, Thailand and Korea have come to Nanning to observe City Emergency Response Center as well.

## Innovations

### •Innovation in the Pattern of Public Service

Nanning Integrated Emergency Response System is the first such system in China, realizing an innovation by the government in urban safety management and public service.

### •Innovation in the Practical Experience

As a developing city, Nanning has pursued a method of incremental project development based on its own financial capabilities, with the government providing leadership in the step-by-step implementation and refinement of the system. This has provided the other cities of China, and indeed the cities of all

developing nations around the world, with a successful example for the establishment of an Integrated Emergency Response System.

- **Technical innovation**

Through the use of C<sup>4</sup>I (Command, Control, Communications, Computers and Intelligence) integrated technology, a unified platform for emergency response dispatching and direction has been established. In the process of introducing and absorbing the latest foreign technology and management experience in the context of the conditions particular to Nanning, original software and technology has been developed with local intellectual property rights. One such example is the analytical support software for decision making in directing flood prevention.

- **Structural innovation**

By establishing government leadership in the program, departments of every function cooperate in a tightly coordinated way. Every type of social group, association, organization and community participates together in the systems and operational mechanisms involved in ensuring public safety.

- **Legal innovation**

In urban public security and emergency assistance, Nanning took the lead in promulgating and realizing China's first integrated emergency response command legislation, guaranteeing that people come first by realizing the goals of fairness, justice, and timely and effective assistance.

- **Innovation in the concept of city management**

By setting up a comprehensive system of precautions against all types of safety-related incidents and natural disasters, the government has effected a change in approach from dealing with incidents only after the fact, to one of prior prevention. This lessens the occurrence of disasters to the greatest possible degree and decreases losses.

## **Recognition Received**

- In December 2003 the China National Information Center designated the Nanning City Emergency Response Center as exemplary of an international-level applied office automation.

- In November 2003 the Chinese Geographical Information Association conferred the All-China Geographical Information Systems Gold Medal for Excellence in Applied Engineering. This award was granted with the support of the Chinese Ministry of Science and Technology and the State Bureau of Surveying and Mapping.

- In March 2004 the Central Compilation and Translation Bureau conferred the "Local Government Reform and Innovation Award". Nanning was among the ten recipients out of 485 applicants nationwide.

- In December 2005 *China Information World* Newspaper Agency conferred both the "2004 China Award of Exemplary Excellence in the Field of Government" and the "2005 China Award for Success in Information-Based Projects."
- In 2001 the UNDP listed the Emergency Response Center as Brains aid project.
- Chinese President Hu Jintao, Chinese People's Political Consultative Conference Chairman Jia Qinglin, Vice President Zeng Qinghong as well as the state leaders Wu Guanzheng and Luo Gan have all visited the center and have expressed their high appraises.
- Reports concerning the Nanning City Integrated Emergency Response System and the safe living environment in Nanning have appeared in the following media outlets: Chinese Central Television, China Daily, the Xinhua News Agency, the Central People's Government of the People's Republic of China web site, People's Daily Online, Xinhua Online, CRI Online, Hong Kong Phoenix Television, the Hong Kong newspapers Ta Kung Pao and Wen Wei Po, the Australian "Queensland Asian Business Weekly", the Thai "Jinghua Daily", the Singapore United Morning Post, Guangxi Television, the Nanning Daily and Nanning Television.