

# “Not in my garden!” The determination of places of refuge for vessels in distress



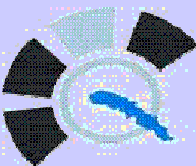
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June 2007




# The 'Ostedijk' case, Viveiro, February 2007: "If nobody wants it, why us?"

FARO DE VIGO . es DIARIO DECANO DE LA PRENSA NACIONAL MIÉRCOLES 21 FEBRERO 2007  
Edición digital n. 2909

## "Si nadie lo quiere, ¿por qué a nosotros?"

Los vecinos de Viveiro no sienten miedo, pero no quieren el buque dentro de su ría.



**La Voz de Galicia**

| lavozdegalicia.es |

22/02/2007

**La Guardia Civil prepara un plan para evitar disturbios en A Mariña**

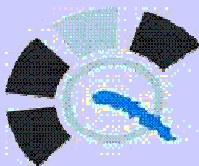
### Viveiro debate

Foro de opinión liberal sobre la realidad vivariense

26 febrero 2007

### Las lecciones del 'Ostedijk'

Tras la crisis del *Prestige*, tanto el PSOE como el Bloque ridiculizaron hasta la náusea la decisión del PP de alejar el barco y de mandarlo "al quinto pino". A toro pasado y con la boca pequeña, desde ambos partidos se apuntaba que lo más correcto hubiera sido meter el petrolero en una ría gallega, aunque se cuidaron mucho de señalar una en concreto. La crisis del *Ostedijk* ha permitido revelar cuál sería esa ría: **la ría de Viveiro**.



# Preparedness for response exercises: Vigo, April 2007.

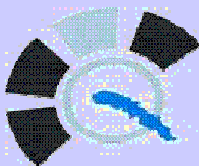
## Political concern about places of refuge

**La Voz de Galicia**  
| lavozdegalicia.es | 22/04/2007

**El PP sospecha que Fomento planea convertir a Vigo en puerto refugio**

**FARO DE VIGO . es** DIARIO DECANO DE LA PRENSA NACIONAL VIERNES 27 ABRIL 2007 Edición digital n. 2973

**El Gobierno descarta un puerto refugio en la ría de Vigo "porque toda la costa puede serlo"**



# Reganosa gas plant, Ferrol, June 2007: NIMBY and local industry

**El Progreso**.es

martes, 5 de junio de 2007

DICEN QUE LA FACTORÍA ES CONTAMINANTE

**Las mariscadoras de Ferrol  
impiden la entrada del primer  
buque para la planta de Reganosa**

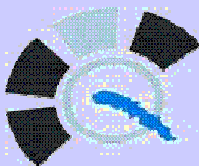
**La Voz de Galicia**

lavoze Galicia.es

03/06/2007

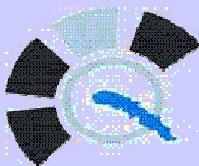
**RÍA DE FERROL**

**Cerca de cinco mil personas exigen el traslado de la  
planta de gas de Reganosa**



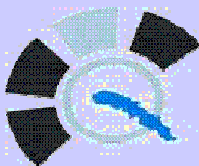
# The nature of “not in my backyard” (NIMBY) conflicts

- A project which can be a social “good” but (it's perceived as) a local “bad”.
- A “rational” community conflict (not a “syndrome”) about public response to projects. NIMBY conflicts are predictable.



# Some Economics: four different perspectives of risk adverse agents in the places of refuge debate

1. Social planner
2. Free rider agent
3. Pre-designated place of refuge agent
4. Agent accommodating a particular ship in distress



# Some Economics: Example of an expected utility function for the place of refuge agent, with two potential scenarios of spill

$$E(U^r) = (1 - p_m^r - p_M^r)U(Y + C) + p_m^r U(Y + C - D_m) + p_M^r U(Y + C - D_M)$$

Y = Income or wealth (certain)

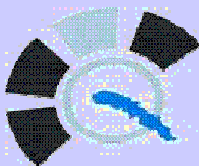
C = Compensation (incentive?), in Y units

D = Damage after an oil spill, in Y units

p = Probability

m = Minor spill scenario

M = Major spill scenario



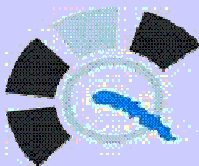
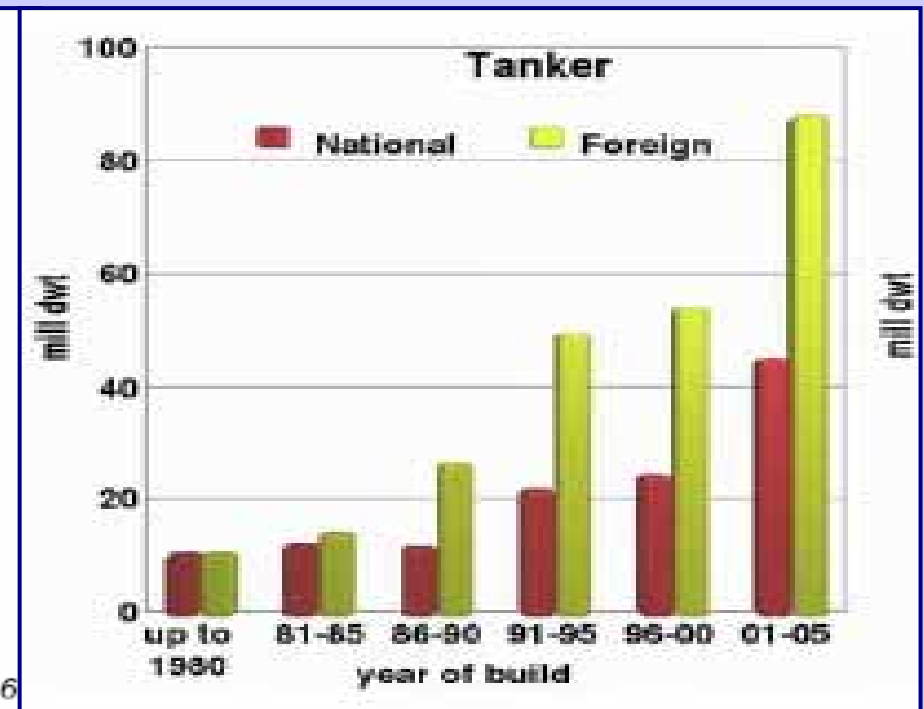
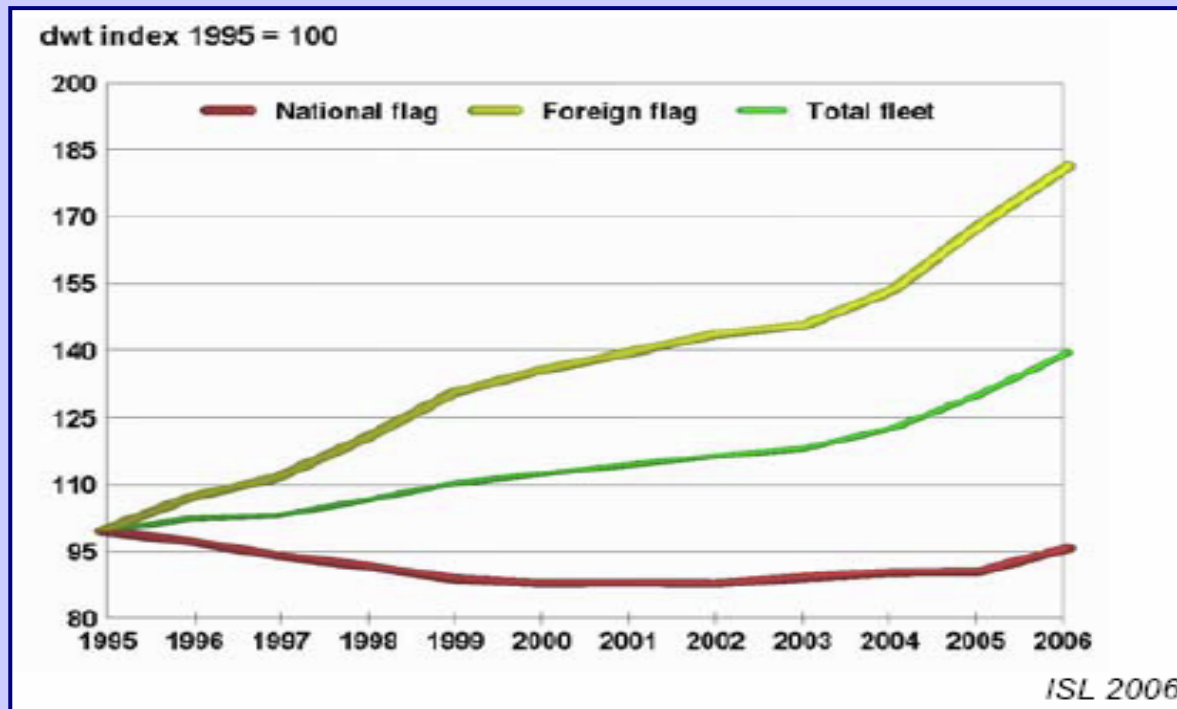
# Defining parameters about risk.

## An example of uncertainty: convenience flags

The world merchant fleet is “flagging out”.

66 % of the tones of world oil tankers sails under a foreign flag.

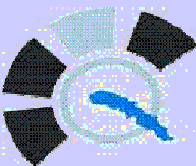
44 %: Panama, Liberia, Bahamas, Malta, Cyprus and Bermudas.





# Four NIMBY aspects of the places of refuge debate

- **Who decides?** → No incentives for a politician to accept a potentially toxic ship in distress.
- **Where?** → No pre-designated places of refuge. Preparedness and communication policy.
- **Where now?** → Dealing with local agents during a casualty. Do they feel safe?.
- **How?** → Facilities and resources.



# NIMBY issues for local agents: what is risk?

- Conventional view (expected outcome):

$$\text{Risk} = \text{Probability} \times \text{Magnitude}$$

- [www.petersandman.com](http://www.petersandman.com) (risk perception):

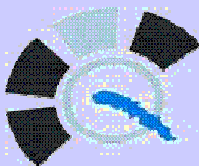
$$\text{Risk} = \text{Hazard} + \text{Outrage}$$

Science responds to hazard (scenarios about damage, indicators...)



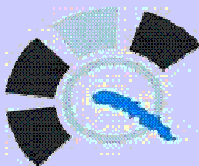
Designing bridges and politics (science about emotions)

Public responds to outrage (emotions)



# Four different cases about community risk perceptions

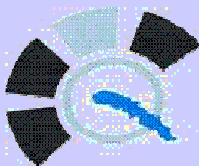
Risk = Hazard + Outrage				
Hazard	Outrage	Approach	Examples	Potential NIMBY
Low	Low			No
Low	High	Outrage Management	Nuclear plants; mobile phones; places of refuge debate?	Yes
High	Low	Precaution Advocacy	Smoking; driving; employee safety	No
High	High	Crisis communication	Catastrophic oil spills; places of refuge debate?	Yes



# NIMBY: Primary factors predicting outrage after the Prestige experience

INCREASES OUTRAGE IF ...		REDUCES OUTRAGE IF ...	
exposure coerced	●	exposure voluntary	-
agent industrial	●	agent natural	-
agent exotic	●	agent familiar	-
agent memorable	●	agent forgettable	-
consequences dreaded	-	consequences not dreaded	●
consequences catastrophic	●	consequences chronic	-
true hazard unknowable	●	true hazard knowable	-
hazard controlled by others	●	hazard individually controlled	-
exposure unfair	●	exposure fair	-
assurances, control efforts morally relevant	●	assurances, control efforts morally irrelevant	●
sources untrustworthy	●	sources trustworthy	-
process unresponsive	●	process responsive	-

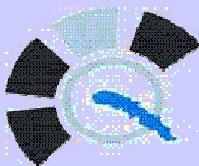
(● = applies in the place of refuge debate)



# NIMBY: Secondary factors predicting outrage after the Prestige experience

INCREASES OUTRAGE IF ...		REDUCES OUTRAGE IF ...	
affects vulnerable population	●	affects general population	●
effects delayed	●	effects immediate	●
substantial risk to future populations	●	no threat to future populations	-
victims identifiable	●	victims statistical	-
not preventable	●	preventable	-
few benefits	-	plenty benefits	●
substantial media attention	●	little media attention	-
opportunity for collective action	●	no opportunity for collective action	-

(● = applies in the place of refuge debate)



# Towards a new European framework: Third Maritime Safety Package (TMSP )

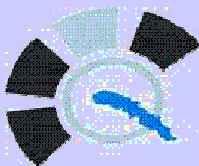
Nov. 2005: 7 proposals for 2 objectives

➤ Improving accident and pollution prevention

1. Flag State obligations
2. Classification Societies
3. Port State Control
4. Traffic monitoring and information system

➤ Dealing with the aftermath of an accident

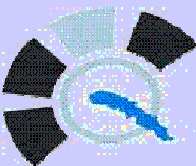
5. Casualty investigation
6. Liability for damages to passengers
7. Liability of ship owners



# Third Maritime Safety Package (TMSP): Traffic monitoring, places of refuge.

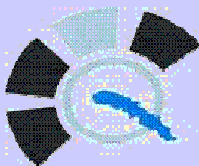
European Parliament: April 2007 - article 20 a, b and c:

- Ships admitted to a place of refuge in all cases where its accommodation in a place of refuge permits to reducing risks.
- Public identity of the independent authority chosen to decide.
- Confidential inventory of potential places of refuge. Transmit it to Commission and neighbours.
- Assessment procedures for selecting the place of refuge.
- Resources and installations suitable for assistance, rescue and combating pollution.
- International coordination and decision-making mechanisms.
- Absence of insurance certificate or financial guarantee is not sufficient reason to refuse to accommodate a ship in distress.



# TMSP and the 4 NIMBY aspects of the places of refuge debate

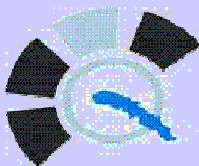
- Who decides? → An independent authority.
- Where? → Confidential inventory of potential places of refuge.
- Where now? → Assessment procedures for selecting the place of refuge.
- How? → Resources and installations suitable for assistance.





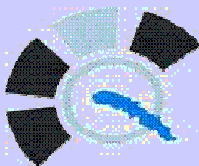
# TMSP : Confidential inventory of places of refuge

- **Confidentiality:**  
Attraction of ships in distress or NIMBY conflict?
- **The whole Galician coast?**  
The costs of generalizing.
- **Facilities and resources as a network:**  
Incentives?
- **Defining communication policy** to deal with the NIMBY conflict and the right to know.



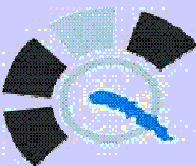
# A key missing issue: The Worst Case Scenario (high-magnitude risks, probability?)

- Nothing about it in the TMSP
- Are we measuring it?  
Quantification in Contingency Plans.
- Are authorities prepared?  
Facilities and exercises, risk assessment, mobility of resources.
- Are communities prepared?  
Participation, communication policy.



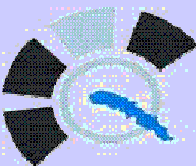
# Conclusions

- The key factor in the places of refuge debate is the NIMBY conflict.
- Reducing NIMBY conflicts by reducing uncertainty (risk analysis) and advising what to do in an emergency.
- Not only to be prepared but to seem prepared. Communication policy before and during a casualty.
- No mention in the TMSP about worst case scenarios: Avoiding the issue increases panic.



# Request

Please, include specific analysis of the “not in my backyard” issue in contingency research and planning



**Comments welcomed**  
Thank you very much

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