

CRISES OF CIVIL SAFETY, THE OPTIC OF A FRENCH PEOPLE

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Abstract

Presentation of the effort provided by French civil safety to imply in the management of crises. Presentation of the distribution of competences between the various public services which are supposed to play a role in the event of technological crisis, report of the role that those play in the reality and report of the sometimes existing shift. Calculation compared of the cost of the prevention of oil accidents and the cost of the intervention after the accident. Description of zones of progression in all these fields. Construction of a typology of the actors in the management of the crisis, according to their "pro-activity" in the event. Account-returned discussions with the members of the institutions whose objective in the implication in the management of the event is described. Role which French civil safety is going to exert and roles complementary to the other speakers described in the article.

Introduction

Wishing to study the impact of the introduction of the control of the costs in the management of the crises, I note that:

- economic aspect of the management of the crises is examined little in France
- the way I adopted to touch it is an approach very upstream, which places economic evaluation of the crisis as of the stage of the examination of precaution, that is to say between prevention (upstream) and management (downstream). However, the majority of the analyses are ridges ex-post and prevention policy measurements of the major crises are they also, taken after past catastrophes occurred.

Actors

The 14 following ministries are implied: social affairs, agriculture and forest, culture and communication, defense, economy and finances, national education, environment, equipment and transport, state secretariat with industry, youth and sports, justice, posts and telecommunications, state secretariat with tourism, city and regional planning. Are also implied: national agency for study of snow and avalanche, institute of physique of the sphere, remote transmission of France, the assemblies of rooms of trades, assembly plenary of the companies of insurance-unemployment, the European resource centre and information of the insurances and the institute of the cindyniques ones. At the regional level, are implied: the DDASS, the DRAF, regional command of Gendarmerie, regional establishments of INSEE, DRIRE, CRCI and regional rooms of the trades, regional academies of the Ministry of National Education, DDE, regional Directorates of civil aviation, regional weather Departments, regional direction of youth and the sports, regional direction of the penitentiary services, the regional committee of tourism, and the organizations such as financial agencies of basin, companies of energy transport and the companies of motorway. This study here ridge is centered on the following organizations: the DRAF, the DRAC, the vice-chancellorship, the

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DIREN, the Treasury, the direction of the customs and the indirect rights, the general direction of the consumption and the repression of the frauds, the DDE, the DRIRE and the CRAM which have a complementary role to play and which are the privileged partners of civil safety, or have to become it. With moreover consulted adjoint with the Siraced-PC of the Western Center. This meeting allowed to establish a comparison with the studied zone.

Attributions of these organizations resources are summarized hereafter:

- the DRAF manage agricultural space,
- the DRAC propose activities and leisures of crisis,
- the vice-chancellorship must manage the children which are provided education for,
- the DIREN evaluates the impact measures taken to manage the crisis on the environment and manages the parks,
- the Treasury, assure the continuity of financial flows, to continue to pay the civils servant and (ideally) to constitute funds of support for the private sector disaster victim,
- the direction of the customs and the indirect rights exerts a joint action with that of the Treasury with stepping via the in charge one of economic defense.
- the general direction of the consumption and the repression of the frauds supports opening to the competition of the sheltered sectors - the DDE takes care of the good state of the roads,
- the DRIRE controls the classified installations
- the CRAM compensates the victims for their care of health.

1.1 Stamp actors.

In a diagrammatic way, the various organizations resources are divided into three groups having distinct objectives:

- the group of the reflexive ones, which allotted a task of reflexion related to the management of the crisis. Do these actors estimate not to intervene on the ground in the event of crisis but intended to control or to be members of the cells of crisis (DIREN, Treasury, DRIRE, CRAM?)
- the group of the credits which intervene in first line in the case of supervening of a crisis (DRAF and in particular services of inspection veterinary surgeons, DDE, road safety, regional direction of the maritime businesses, CROSS)
- the group of the neutrals of which role is not to be among the mobilized first (DRAC, vice-chancellorship). Within of an even group, more than to share similar attributions in the case of release of a crisis, the authorities are bound by the same trade, by a comparable culture of crisis.

Example of a reflexive actor: DRIRE.

The competence of the DRIRE is to detect the sources of risk, while to be sure that the industrialists take all the precautions necessary to limit the risks related to the production. A thorough control is carried out for transport of dangerous matters: the DRIRE follows waste and controls of a share, the heavy ones of more than 3,5 tons every year, and the vehicles transporting of the dangerous matters once every 6 months. They are under the supervision of 5 ministries (in particular, the vehicle inspections are carried out under the supervision of the Ministry for transport, the inspections of the workers on site are carried out under the aegis of Ministry of Labour, and, in the event of dispute, the ministries of the environment and the industry intervene). There is a blur in the definition of respective competences of the DRIRE and the civil safety which leads to certain dissensions. The career close to the stopping of G in is an example. It's hydroelectric dam in the center of Brittany, in the vicinity of which an old career is still used. The explosions are carried out with the dynamite remote-controlled with delays of lighting, which does not make run any risk of shock. But, because of the public fear of the opinion, the DRIRE gave an adverse opinion of exploitation. The exploitation of the career had given place to elaboration of scénarii of risk, whose that in which the risk most extremely was considered simulated severe damages on 6 or 7 cities, in case of an accident.



However, this scenario was communicated to the population, which reacted while expressing on the public place. The DRIRE hasn't thus could authorize the exploitation of the career, in spite of the lack of risks. On the contrary administrations of equipment and agriculture, the regional infrastructures will last with the departmental detriment of level. For the moment, the regional direction puts forth recommendations of action towards the departmental directions. On a purely internal basis, flow chart functional is not copied on flow chart hierarchical. All the engineers directly return account to the regional manager.

Specificity of the area: the role of the direction of the maritime businesses.

The competence of the maritime businesses begins with the water presence sea and ends where water isn't any more navigable (ground or bridge). The maritime die is very integrated, that's to say that it has a strong rate of autonomy; it manages circulation on sea water, the fisheries, horticulture, the colleges maritime, and to some extent, the maritime appropriations. A special criminal law is applied, the businesses are judged within commercial maritime courts, and a social mode of insurances special is in force. On the other hand, its competence does not include/understand the areas of water soft. But it is sometimes difficult to discriminate (the case of conflict of competences has presented about the deviation of a road at Saint Nicolas de R). With regard to the bonds with the actors of civil safety, the practice of exercises in common runs made it possible to reveal certain failures in the communication (with the course of a recent exercise, the agents realized that a group of firemen had intervened without to have informed the CROSS beforehand).

Respective roles of the Prefects of area and department.

The management of the crises in the economic field would be competence of the prefecture of area. Moreover, the prefect of area is directing public expenditure. But that hasn't probably ever used in certain areas. In aside, the general Treasury has not federate of network activable in the event of crisis. It's a trouble, because a network of intervenors can be made up, between the Chamber of Commerce, the rooms of trades and the rooms of agriculture at the regional level. In the event of crisis, I do not manage to differentiate the involus roles with the prefect from area and the prefect from department. It seems that a crisis of civil safety is treated with the departmental plan and that the decisions of civil defense are made by the cabinet of the Prefect of area. Comparative study of the Centre area allows to see conferring of clearer powers than in Brittany. This is in particular illustrated by the regular behaviour of meetings between the SGAR, civil safety, the general Treasury. This lack of clearness can undoubtedly be explained by two reasons: firstly, the fact that the function of Prefect of zone of defense was installed and the actually appointed official only one year ago, then, the station of in charge of economic defense zonal is temporarily unoccupied. Which is the role which the authorities intend to make play zonal scale ? Is there intended to remain a legal shell empties of intervenors?

M.-F. , on the way towards the Private one.

Passed in 1994 of the statute of service decentralized of state to that public establishment, Météo-France, and, through it, its regional direction acquired the legal entity, which somewhat withdraws it from the authority of the Prefect in the event of crisis. The relationship with civil safety is frequent: bulletins of alert weather are sent to the center of emergency of the zone of defense (CIRCOSC).

A cartography of follow-up of the conditions weather on all West is in the course of installation. M.F. however deplores the lack of center of emergency made up. Buying of the legal entity brought the capacity to conclude from the commercial contracts, has been done recruiting of young people. A new strategy is amorced, in which State is the principal customer, followed closely by the aeronautic and, finally opening the possibility of sales departments with other economic actors, which have a role instigating for the enterprise. All the difficulty consequently resides to set up a dialogue between the credits and reflect them, whose possibilities were studied.



1.2 Role of those.

The actors having a principal role, of coordination with civil safety, are as follows.

1.2.1 The role of in charge of economic defense is to second civil safety.

In the plan of economic defense, regional level is ideal concerning the collection of the information. At the regional level, characteristics can indeed be released. Concerning the Brittany area, for the department of high you of low Normandy, the sector of agro-food and that of the activities of research and high technology. Nevertheless, administrative organisation is thus ridge, that very often regional the information must be collected via Paris. So and owing to the fact that economic defense can be regarded in terms of flow, this one would be probably regulated on a level broader than the regional plan. Thus, the recent conflict of the lorry drivers, however localised on an area, was treated at the national level.

1.2.2 A coordination starts to be set up, in Brittany, in the Great Distribution.

1.2.3 The Chamber of Commerce and industry represent a powerful group of industrials and small shopkeepers, who can be actuated by the civil safety which can make pass from the messages by their intermediary. Financed by part of the professional tax, under the supervision of State, functioning according to a system of Great Electors, composed regional representatives and national representatives, the Chamber of Commerce and of industry function by entrusting broad prerogatives to the regional representatives. They are thus a regional actor of weight. They invest in the realization public such as the ports, the repair of roads. The Chamber of Commerce and industry presents finally the strong implication of this one in the installation of a blade of funds regional economic intelligence. For the account of enterprises adherent, it's a step of council aiming at helping them to locate their own system of anticipation of the behaviors, the wills, the tools and the means. This implies moreover the setting in foreground of the need for building such a step of network on the basis of private tradesman and artisanal fabric, for a little complex reasons.

Coordination around economic interests.

This common step will be to build out of economic matter. In the context of this federation in economic matter network, one can say that each one may find it beneficial individually to gain money and no actor has an interest to invest in the prevention if he is alone to invest. We are in a context defectionnist, where each one may find it beneficial to continue divergent individual interests (by hypothesis, to a mission an objective different from those of the other missions corresponds). However, collectively, the interest of these institutions and the public is well to invest to prevent. With regard to the comparative costs of the prevention and management of accidents, a study comparative, parliamentary, was carried out in Great Britain by Lord Donaldson. It was estimated that the annual cost of the prevention and the preparation to accidental pollution amounts to 80 million books, that is to say 700 million French francs. By way of comparison, the cost of a catastrophe such as the shipwreck of Amoco-Cadiz was 1,4 billion French francs and the crisis of Exxon-Valdez cost 15 billion. To compare these costs with events of more modest size, the cost of the accident of Braer and the CMP Press were 600 million with 1 billion French francs. If the prevention installation prevents an accident per annum, it is profitable, including in the financial scheme (it is more if it prevents less than an accident per annum). Who supports the cost of the prevention? The taxpayer supports the cost of the prevention and that of the pure reaction to the crisis is supported with the 1/4 by l'armator and the 3/4 remainder are taken on funds of compensation whose payers are the users of hydrocarbure. Thus, from the point of view of the ship-owners, if the prevention is reinforced, that does not cost them anything. But from the point of view of State, all the costs of fight are supported by the taxpayers and the armator. Also, has State an interest to prevent, knowing he will support integrally the costs of this prevention? The question remains open. Linked to that, a proposal can be ridge; to make pay to the ship-owners a tax pollution which would be assembled, for Great Britain and according to the same study, to 800 million annual French



francs is a rise from 15 to 20% on the current amount of the taxes (the director of the French laboratory for maritime pollutions asks on the fact of knowing if this increase is acceptable). This measurement would make it possible to make weigh the cost of the prevention, either on the public, but on the final recipients of this prevention. This isn't measurement however not neutral, because it represents to some extent a questioning of the democratic principle according to which the community as a whole supports the risks financially that it generates. I fear the risks of drift to a system of insurance "at two speeds" as there exists in the systems of in addition to-Atlantic care. This uneven system would return, not to decrease the risk, as such is the aim actions of prevention, but to ensure less quite certain conveyors than others and thus, with final, to neutralize the decision to put an effective prevention policy. According to which proportions the collective interest it is distributed between the interest of the institutions and the interest of the public, knowing that the interest of each actor is that another one invests in the prevention?

We arrive then to the final aim of this study, which was to present the premises with the federation of a network around thinking-force according to which the prevention of the crises is less expensive than management ex-post. This allows to use advisedly the collected figures, with construction of a reasoning intended to convince all the actors of the crisis in the zonal plan.

Strategies of constitution of a network

The Chamber of Commerce and the services of inspection veterinary surgeon and French laboratory (Ministry of agriculture) share with civil safety a common dash. The Chamber of Commerce can meet civil safety. They have moreover of the contacts privileged with the DRIRE, which can make it possible to lately include them in a network creates having the aim of building a step of prevention of the crises. Services of inspection veterinary surgeon have engaged step of certification - quality, following "letter of intention" of DGAL, direction of services veterinary, which generated a vast exchange between agents on their know-how and the role which was reserved for them in the services, aims at making more effective the circuits of administration by obtaining adhesion of all the implied people. Lastly, is currently developed, in a public laboratory of research depending on the Ministry of Agriculture, a model in which are compared the costs of the setting of an action of protective inoculation of foot-and-mouth disease with the costs of killing of the livestock. In this analysis of implication of State in the prevention of the risks such one can note of them the first effects in Brittany, the Ministry of Agriculture seems thus more implied.

