STAKEHOLDER AND PUBLIC PARTNERSHIPS IN INCLUSIVE RISK GOVERNANCE

From involvement to participation and deliberation

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WE COME FROM...

... the Azorean islands
The Problem

TERMITE PEST
Damages by *Cryptotermes brevis*
What we came to know from research developed by risk assessment...

- The situation has **generalised** to other islands, and is even **more serious**, and is still unknown in most places in monitorized and non monitorized islands (Guerreiro, 2011).

- The two types of wood typically used in building construction (**Cryptomeria japonica** and **Eucalyptus spp.**) are among the species more consumed by the **C. brevis**;

- The infestation **cannot be completely eradicated**;
Comparação entre 2009 e 2010
• Specific desinfestations' technology in Azores is giving its first steps and is still very incipient, driven by an reproductive rationality rather then innovation;

• Recently, empirical evidence from a comparative study on heat treatment showed effective results on extermination, but is still not available on the local market;

• More affected areas are located at the historical city centres, whose buildings are old and its inhabitants are aged, and with low socioeconomic and literacy resources.

VULNERABILITY OF THE LOCAL SOCIOECONOMIC SYSTEM

INCREASE THE PEST´S SERIOUSNESS IMPACT
What has been the social response to risk...

Legislation since January 2011

- It’s a private problem and should be controlled by citizens;

**LIBERAL IDEOLOGY:**

- Reinforces the individual responsibility in the control of the problem
- Introduces higher transparency in the house market by certifying the presence/absence of the pest
- Regulates the actions where the individual collide with the collective (transportation, deposit and elimination of infested waste from construction works, furniture, etc).
What has been the social response to risk...

Legislation since January 2011

- The responsibility is ‘pushed’ from one entity to the other (within Government and between regional & local government)

UNATTENDED IN PRACTICE

- Which role for each institution? City councils? Housing Secretary? Environment Secretary?
- How is the articulation done between each service?
- Which partners are licenced?

NO MAN’S LAND

- Monitoring
- Public information
- Prevention
What we came to know from perception and representations of risk and of the social ways of dealing with it...

**UNCONTROLLABILITY**

- **OF THE PEST**
  - invisibility: *When you see it, it’s too late!*
  - impossible to eradicate according to international experience.

- **OF THE MANAGEMENT**
  - efficient technical solutions still non existent in the local market;
  - financial support non effective;
  - government management non existent;
  - misbelieve on the stakeholders joint effort.

Why shoud I if there’s no worth…
...I cannot do it by myself…
What we came to know from perception and representations of risk and of the social ways of dealing with it...

- Decision makers: don’t show the political will to manage the problem;
- Citizens: ‘Ignorant, passive, and careless’.

- Researchers are trustworthy
- Decision Makers:
  - Are deceptive for promising what they don’t accomplish!
  - Only act when there’s no way out.

- Doubtful of the researchers risk ‘scenario’:
  - They exaggerate: anticipated worse social impacts than they end up being
- Citizens:
  - Lack of interest and public participation
  - counting on… a “paternalistic state”
What we came to know from perception and representations of risk and of the social ways of dealing with it...
The Risk Communication Program
«SOS TERMITES»

Campaign

"UNITED WE STAND, DIVIDED WE FALL!"

Priority: Promote a Governance System

Stakeholders engagement on pest control
COMMUNICATIONAL DEVICES IN IMPLEMENTATION

OUTDOORS

T-SQUADS

MAGNETS & TRAPS

DIA T

PROFESSIONAL TRAINING

COMICS
STRATEGIC GOALS:

UNCONTROLABILITY ➔ CONTROLABILITY

➔ Consolidate the social consciousness on the pest

➔ Involve the different stakeholders towards pest control through behavioural change

LACK OF MUTUAL TRUST ➔ BUILD COMMON TRUST

➔ Build commum trust

➔ Share responsibilities by compromising:

(local & regional governants, researchers, techicians, citizens)
OUR PRINCIPLES

• There is no quality risk governance without:
  – all stakeholders involvement
  – a two way communication process

• Risk communication, through mediation, intends to:
  – take into account each stakeholders agenda
  – empower stakeholders by building progressive authonomy
Is trust a keystone to promote collaboration and cooperation among stakeholders, if among social activists mistrust and skepticism is a driving force for action?

How to deal with the Portuguese social participation deficit supposedly due to a lack of trust? Should ‘action against’ or the building of partnership be promoted?
WHAT ROLE TO PARTICIPATION?

Is participation and empowerment a final purpose when working with ‘powerless’ and ‘powerwith’ stakeholders? Shouldn’t it depend on the problems’ nature?

Are they final purposes, instrumental goals and/or strategies to achieve change?
COMMUNICATIONAL DEVICE’S ARRAY FROM THE SOS TERMITES PROGRAM

Engagement of the public

Engagement by the public

OUTDOORS SPOTS POSTERS COMICS

awareness

GUIDE SOS TERMITES DIRECT MAIL TRAINING IN PROFESSIONAL CONTEXT INTEGRATED MANAGEMENT MODEL

ability development

ESQUADRÕES T

AGRUPAI-T CIMEIRA T8

TERMISCOPE

Engagement by the public

MEDIATION

Engagement of the public

TECHNIQUES & STRATEGIES

PERSUATION

DEVICES

Devices

TECHNIQUES & STRATEGIES

PERSUATION
# Rationales of Public Engagement

(Cass, 2006)

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<th>NORMATIVE</th>
<th>SUBSTANTIVE</th>
<th>INSTRUMENTAL</th>
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<td>PURPOSE</td>
<td>End</td>
<td>Mean</td>
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<tr>
<td>MAIN IDEA</td>
<td>Democratization is a value to pursue</td>
<td>The multiplicity of points of views is a means to achieve quality</td>
</tr>
<tr>
<td>BENEFITS</td>
<td>Increase empowerment and emancipation</td>
<td>Produce better and more informed policies and practices</td>
</tr>
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</table>
| CRITICAL ISSUES | • Democracy and instrumentalization  
• Representation and representativity | • Cost / benefit  
• Believe in a common will to be discovered  
• Automatic concensus defending | • Doubtless ethics of strategic behaviour  
• Rethorics  
• Manipulation |
APPLIED RATIONALES OF PUBLIC ENGAGEMENT TO OUR WORK

NORMATIVE  SUBSTANTIVe  INSTRUMENTAL

- Consolidate the social consciousness on the pest
- Involve the different stakeholders towards pest control through behavioural change
- Build commum trust
- Share responsabilities by compromising stakeholders

- all stakeholders involvement in an equititative communicational process
- take into account each stakeholders agenda
- empower stakeholders by building progressive authonomy
PUBLIC PARTICIPATION & ENGAGEMENT ROLE IN PLANNING SOCIAL INTERVENTION

EPISTEMOLOGICAL

GOALS & EXPECTED OUTCOMES

MEANS

PROCESS APPROACH
STRATEGIC OPTIONS

SELECTED TECHNIQUES & DEVICES
Selected by a “means-end relationship”
Diversity is welcome
Paradigmatic incommensurability
inexistent
References


References


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Thank you!

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Management Sphere: Decision on & Implementation of Actions

Pre-Assessment
- Problem Framing
- Early Warning
- Screening
- Determination of Scientific Conventions

Assessment Sphere: Generation of Knowledge

Risk Management
- Implementation
  - Option Realisation
  - Monitoring & Control
  - Feedback from Risk Mgmt. Practice
- Decision Making
  - Option Identification & Generation
  - Option Assessment
  - Option Evaluation & Selection

Risk Appraisal
- Risk Assessment
  - Hazard Identification & Estimation
  - Exposure & Vulnerability Assessment
  - Risk Estimation
- Concern Assessment
  - Risk Perceptions
  - Social Concerns
  - Socio-Economic Impacts

Communication

Tolerability & Acceptability Judgement
- Risk Evaluation
  - Judging the Tolerability & Acceptability
  - Need for Risk Reduction Measures
- Risk Characterisation
  - Risk Profile
  - Judgement of the Seriousness of Risk
  - Conclusions & Risk Reduction Options
Uma gestão do risco eficaz:
– implica o envolvimento de todos os stakeholders;
– é um processo de comunicação bilateral;

A CR funciona como um **INSTRUMENTO DE**:

– **COMPREENSAO** de todo o processo de análise e enfrentamento do risco;
– **MEDIAÇÃO** para promover tolerância, apaziguar situações de conflito entre perspectivas diferentes, apresentar opções de resolução, e criar CONFIANÇA no sistema de gestão integrada do risco.

**STAKEHOLDERS:**
- CIDADÃOS
- MUNICÍPIOS
- COMUNICAÇÃO SOCIAL
- INSTÂNCIAS GOVERNAMENTAIS

**STAKEHOLDERS:**
- FORÇAS POLICIAIS
- INVESTIGADORES
- TECIDO EMPRESARIAL
- MEDIADORES

todos têm um papel activo a desempenhar
Can’t the characteristics of the social problems – like the complexity, the ambiguity and the uncertainty of a risk – also demand different roles and meanings to cooperation and participation?
Risk Characteristics and their Implications for Risk Management (Renn, 2005)

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<th>Management Strategy</th>
<th>Appropriate Instruments</th>
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| 1 'Simpla' risk problems   | Routine-based: (tolerability/acceptability judgment) (risk reduction) | Applying 'traditional' decision-making:  
- Risk-benefit analysis  
- Risk-risk trade-offs | Instrumental discourse |
| 2 Complexity-induced risk problems | Risk-informed: (risk agent and causal chain) | Characterising the available evidence:  
- Expert consensus seeking tools:  
  o Delphi or consensus conferencing  
  o Meta analysis  
  o Scenario construction, etc.  
- Results fed into routine operation | Epistemological discourse |
| Robustness-focused: (risk absorbing system) | Improving buffer capacity of risk target through:  
- Additional safety factors  
- Redundancy and diversity in designing safety devices  
- Improving coping capacity  
- Establishing high reliability organisations | |
| 3 Uncertainty-induced risk problems | Precaution-based: (risk agent) | Using hazard characteristics such as persistence, ubiquity etc. as proxies for risk estimates:  
- Containment  
- ALARA (as low as reasonably achievable) and ALARP (as low as reasonably possible)  
- BACT (best available control technology), etc. | Reflective discourse |
| Resilience-focused: (risk absorbing system) | Improving capability to cope with surprises:  
- Diversity of means to accomplish desired benefits  
- Avoiding high vulnerability  
- Allowing for flexible responses  
- Preparedness for adaptation | |
| 4 Ambiguity-induced risk problems | Discourse-based: | Application of conflict resolution methods for reaching consensus or tolerance for risk evaluation results and management option selection:  
- Integration of stakeholder involvement in reaching closure  
- Emphasis on communication and social discourse | Participative discourse |
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<td>Robustness-focussed: (risk absorbing system)</td>
<td>Improving buffer capacity of risk target through: • Additional safety factors • Redundancy and diversity in designing safety devices • Improving coping capacity • Establishing high reliability organisations</td>
<td>supported in validity and legitimacy</td>
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O que a GESTÃO de RISCOS nos pode ajudar para LIDAR COM O PROBLEMA?

Podemos classificar os riscos de acordo com o que se SABE sobre eles e o que se pode PREVER. Esta infestação consiste num risco com complexidade induzida riscos que envolvem teias causais complexas e falhas de sistemas técnicos interligados.

Cada um destes tipos de riscos exige accionar diferentes:

- **ESTRATÉGIAS** (métodos e instrumentos) DE AVALIAÇÃO E GESTÃO;
- Formas e níveis de **PARTICIPIAÇÃO DOS INTERESSADOS**