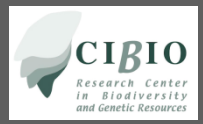




# STAKEHOLDER AND PUBLIC PARTNERSHIPS IN INCLUSIVE RISK GOVERNANCE

From involvement  
to participation and deliberation



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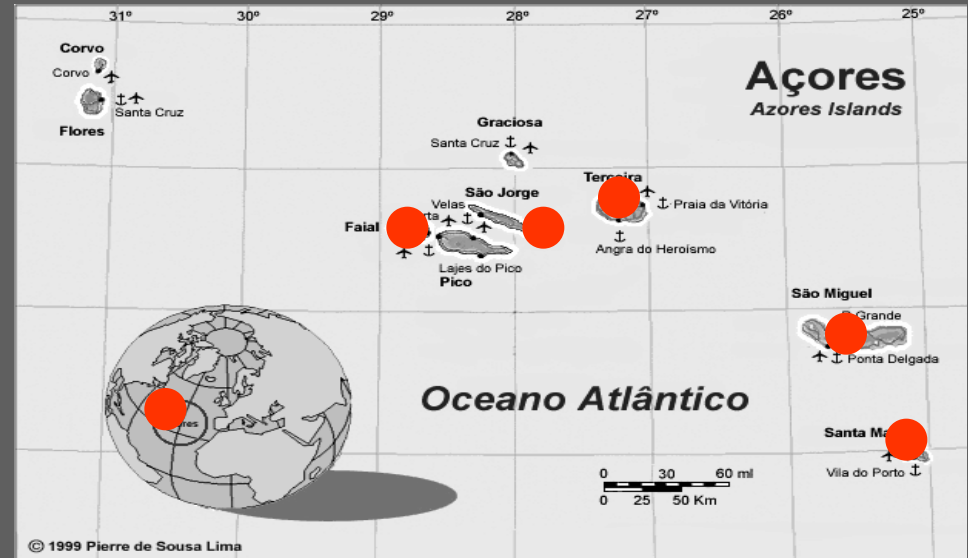
Community Development  
International Conference

July, 06th-08th, 2011

Fundação Calouste Gulbenkian,  
Lisboa, Portugal

WE COME FROM...

... the Azorean islands



# The Problem

TERMITE PEST

# Damages by *Cryptotermes brevis*

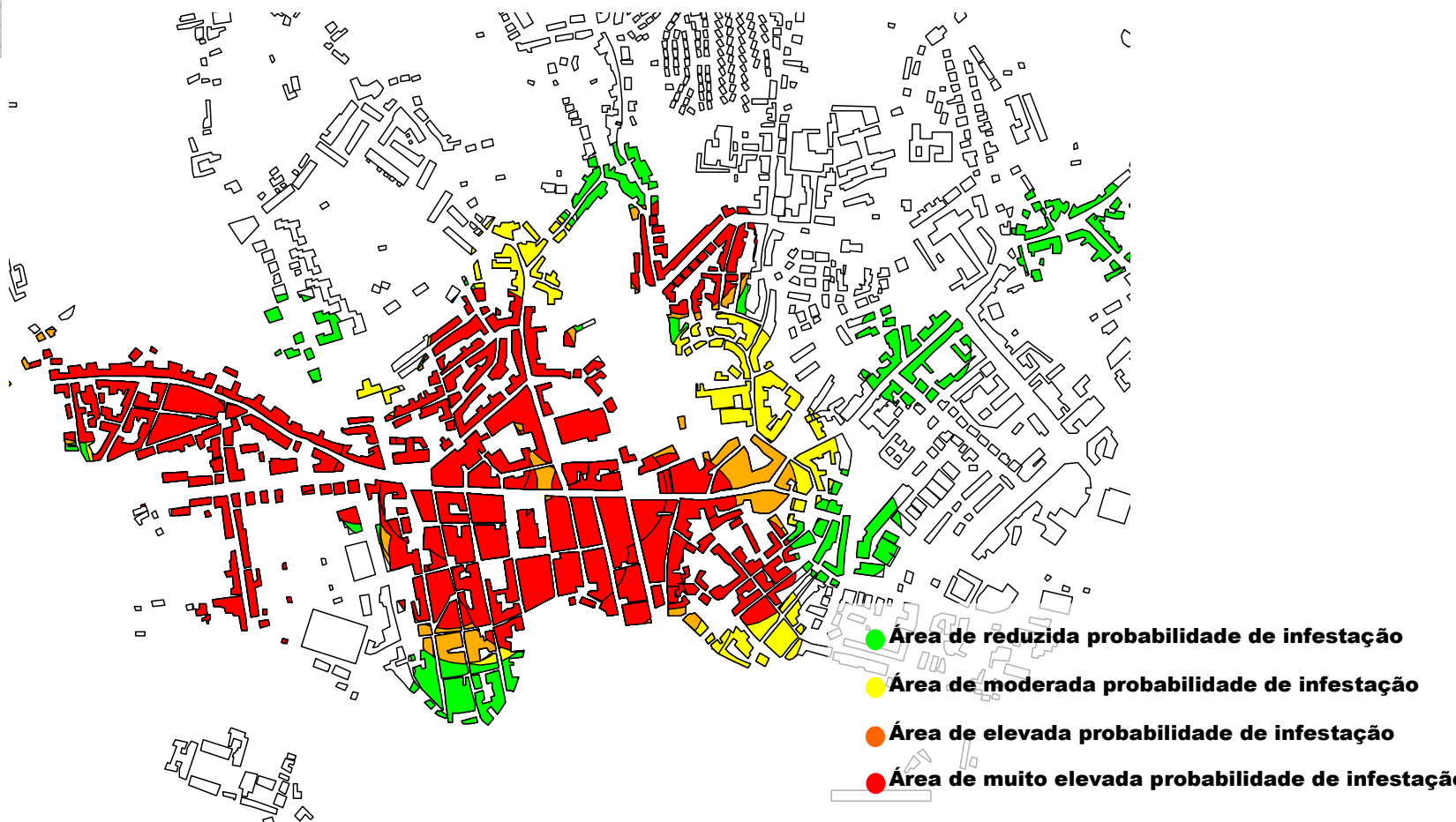


# What we came to know from research developed by risk assessment...



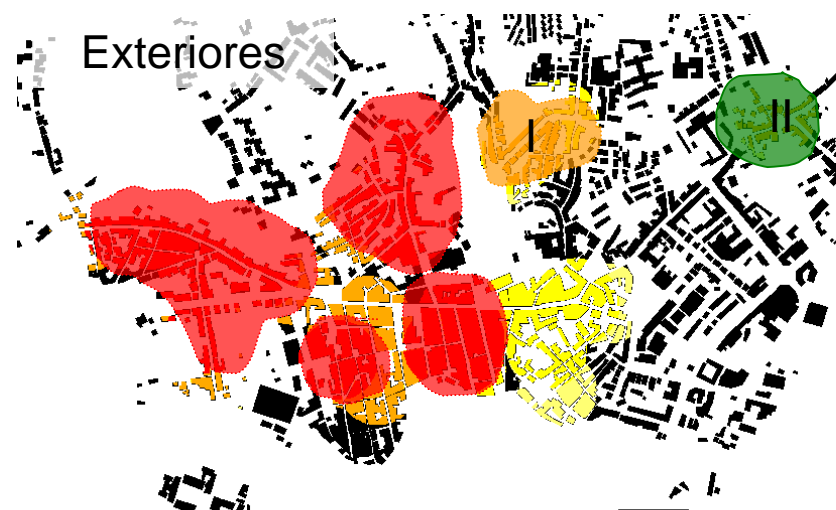
- The situation has **generalised** to other islands, and is even **more serious**, and is still unknown in most places in monitorized and non monitorized islands (Guerreiro, 2011).
- The two types of wood typically used in building construction (*Cryptomeria japonica* and *Eucalyptus spp.*) are among the species more consumed by the *C. brevis*;
- The infestation **cannot be completely eradicated**;

# Angra do Heroísmo, TERCEIRA ISLAND

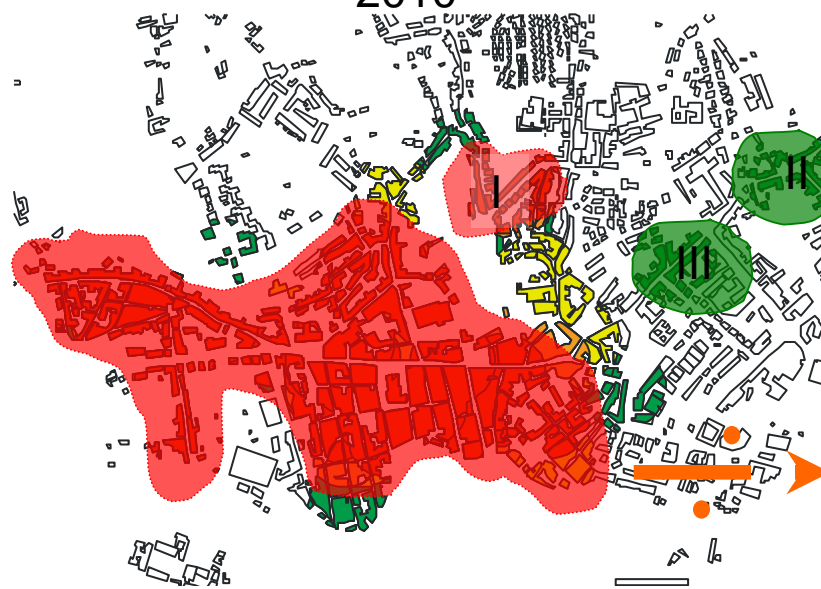




2009



2010



- Specific desinfestations' technology in Azores is giving its first steps and is still very **incipient**, driven by an reproductive rationality rather than 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



decision  
makers

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

## **LIBERAL IDEOLOGY:**

- Re inforces 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 colide 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



decision  
makers

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

## UNNATTENDED 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



citizens

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.

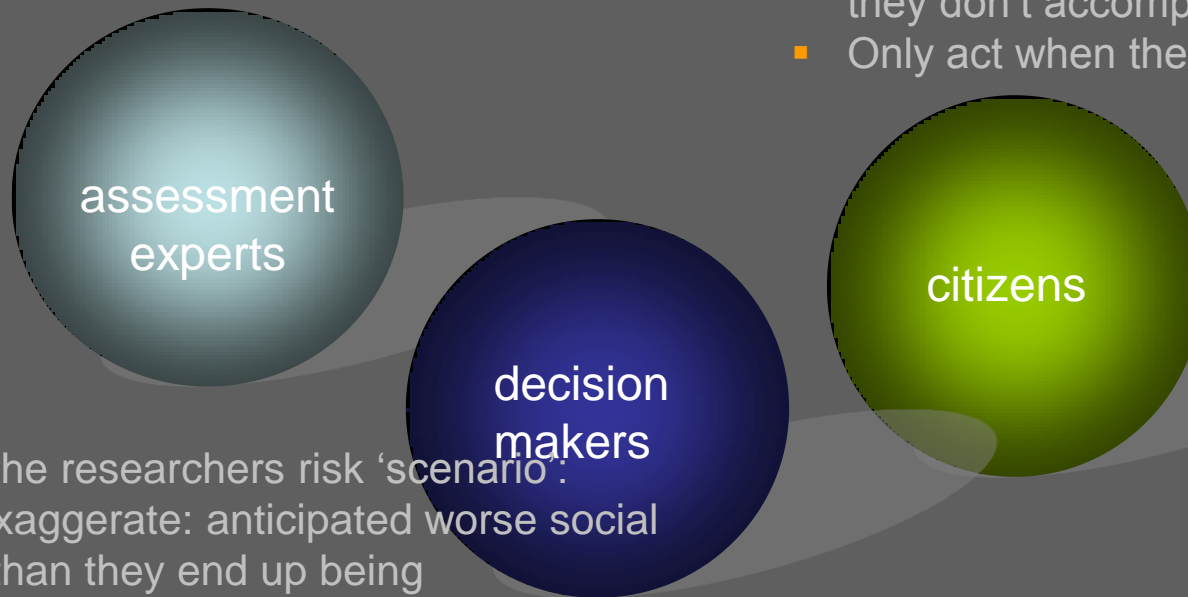
### OF THE MANAGEMENT

- 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 should I if there's no worth...  
...I cannot do it by myself...*

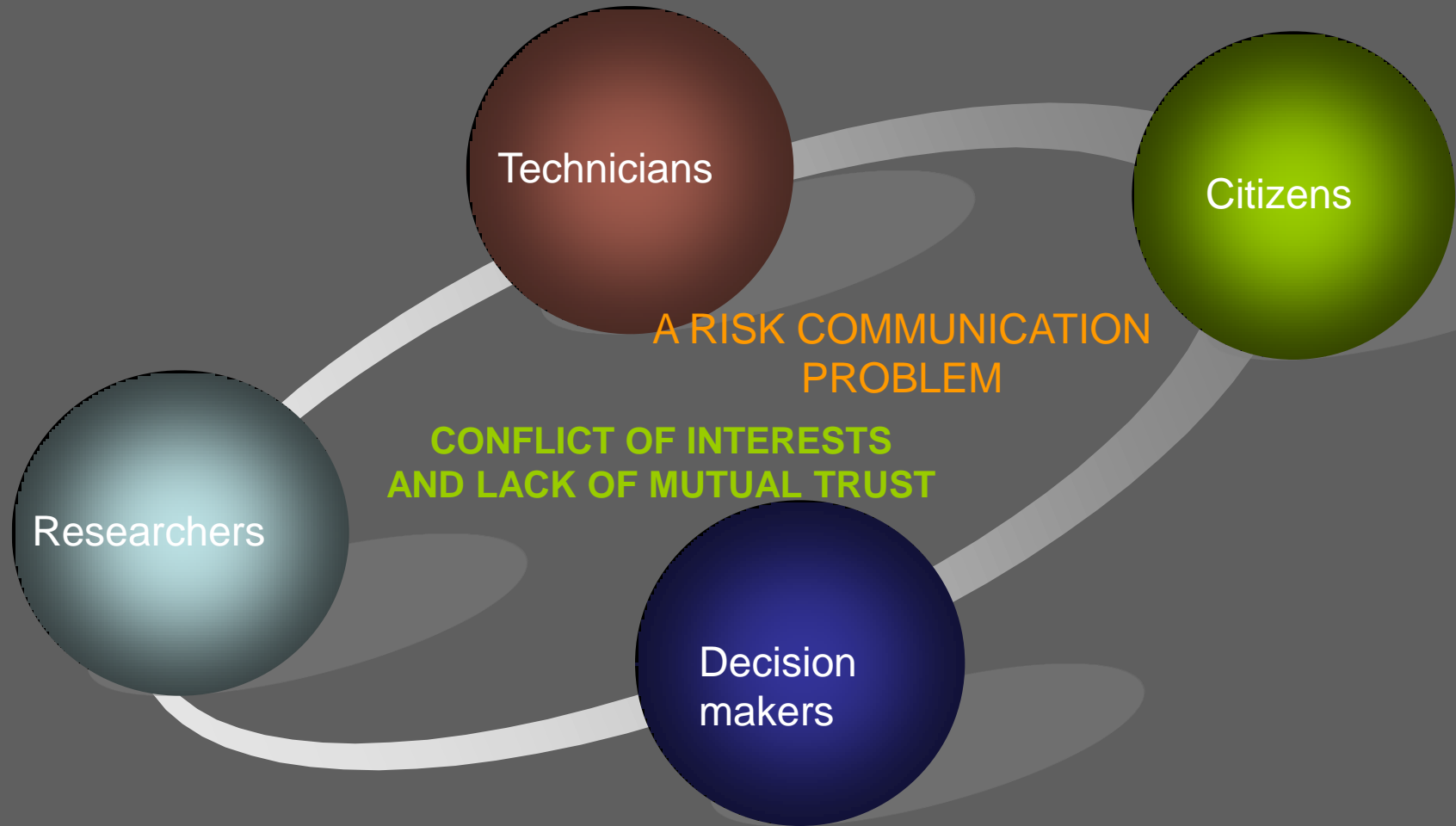
# What we came to know from perception and representations of risk and of the social ways of dealing with it...

- 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.



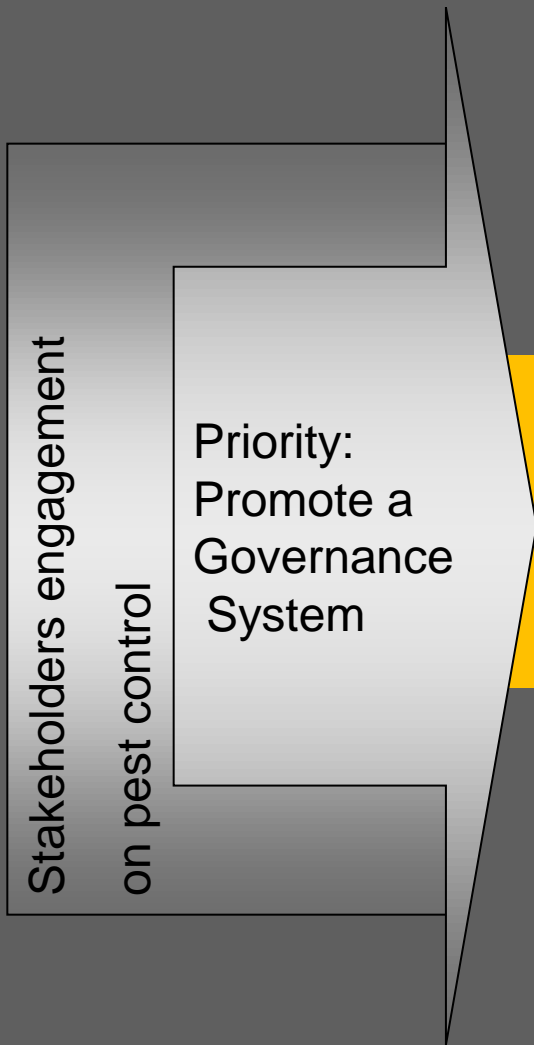
- Doubtful of the researchers risk 'scenario':
  - *They exaggerate: anticipated worse social impacts than they end up being*
- Citizens:
  - Lack of interest and public participation
  - counting on... a "paternalistic state"

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!"

# COMMUNICATIONAL DEVICES IN IMPLEMENTATION

## OUTDOORS

## T-SQUADS

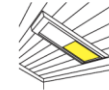
## MAGNETS & TRAPS



MONTE A ARMADILHA NO INTERIOR DA DIVISÃO COM MAIS MADEIRAS. AS ZONAS MAIS ILUMINADAS ATRAEM AS TÉRMITAS!



1 JANELAS PLANAS



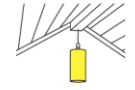
2 CLARABÓIA



3 LUZ FLUORESCENTE



4 CANDEIEIRO



5 LÂMPADA SUSPensa

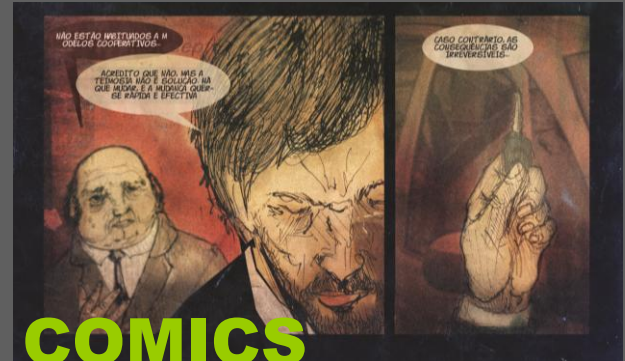
MANTENHA A LUZ ACESA DAS 17h À 01h E DAS 06h ÀS 08h  
UTILIZE LÂMPADAS DE BAIXO CONSUMO [5 A 15W]  
DEPOIS DE USADA DEVOLVA A SUA ARMADILHA NA SUA JUNTA DE FREGUESIA  
[SOSTERMITAS.ANGRA.UAC.PT](http://SOSTERMITAS.ANGRA.UAC.PT)



## 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 common trust
- Share responsibilities by compromising:  
(local & regional governments, researchers, technicians, 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 autonomy

# TRUST / DISTRUST?

Is trust a keystone to promote collaboration and cooperation among stakeholders, if among social activists mistrust and skepticism is a driving force for action?

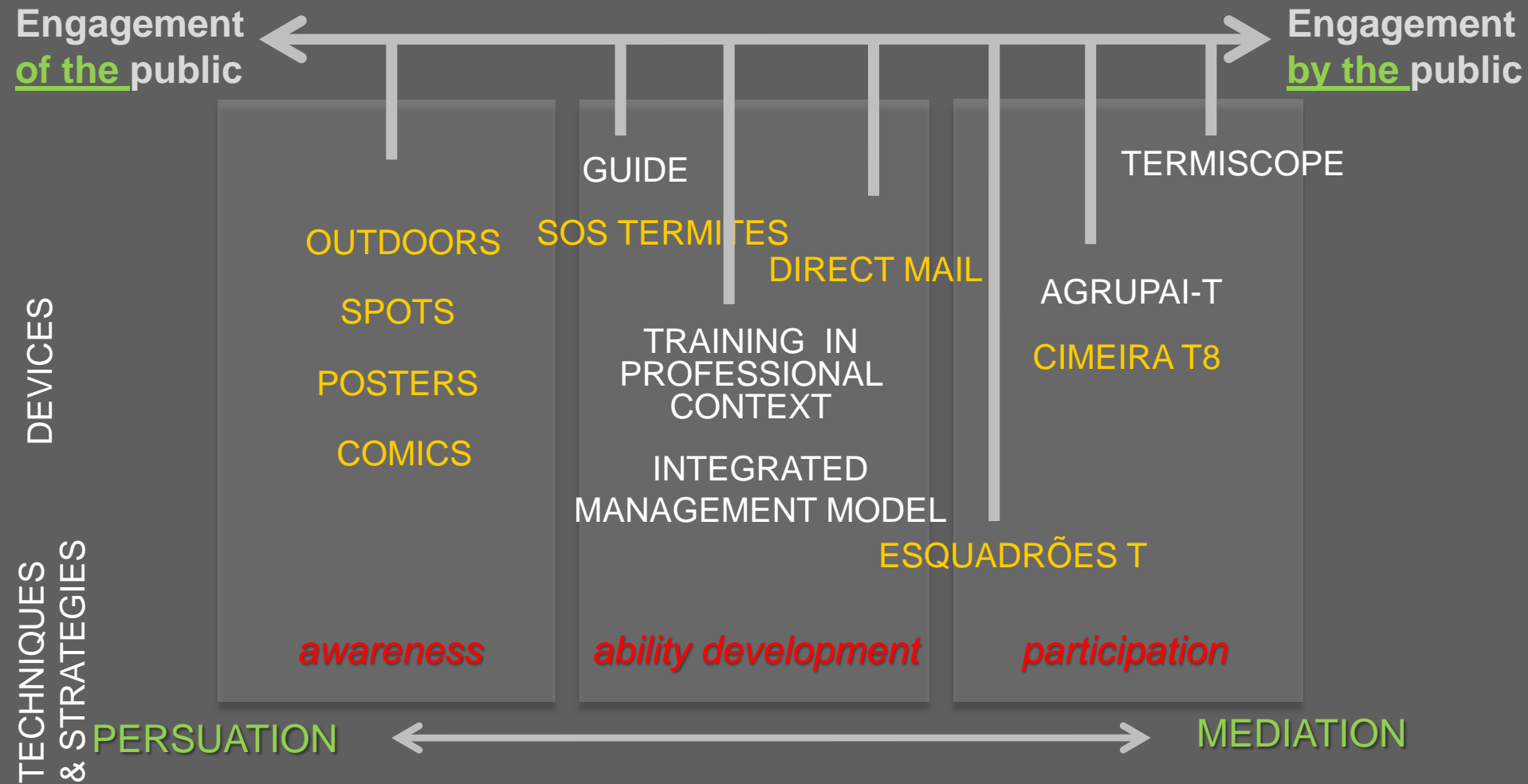
How to deal with the Portuguese social participation deficit supposedly due to a lack of trust? Should 'action against' or the building of partnership be promoted?

# 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



# RATIONALES OF PUBLIC ENGAGEMENT

(Cass,2006)

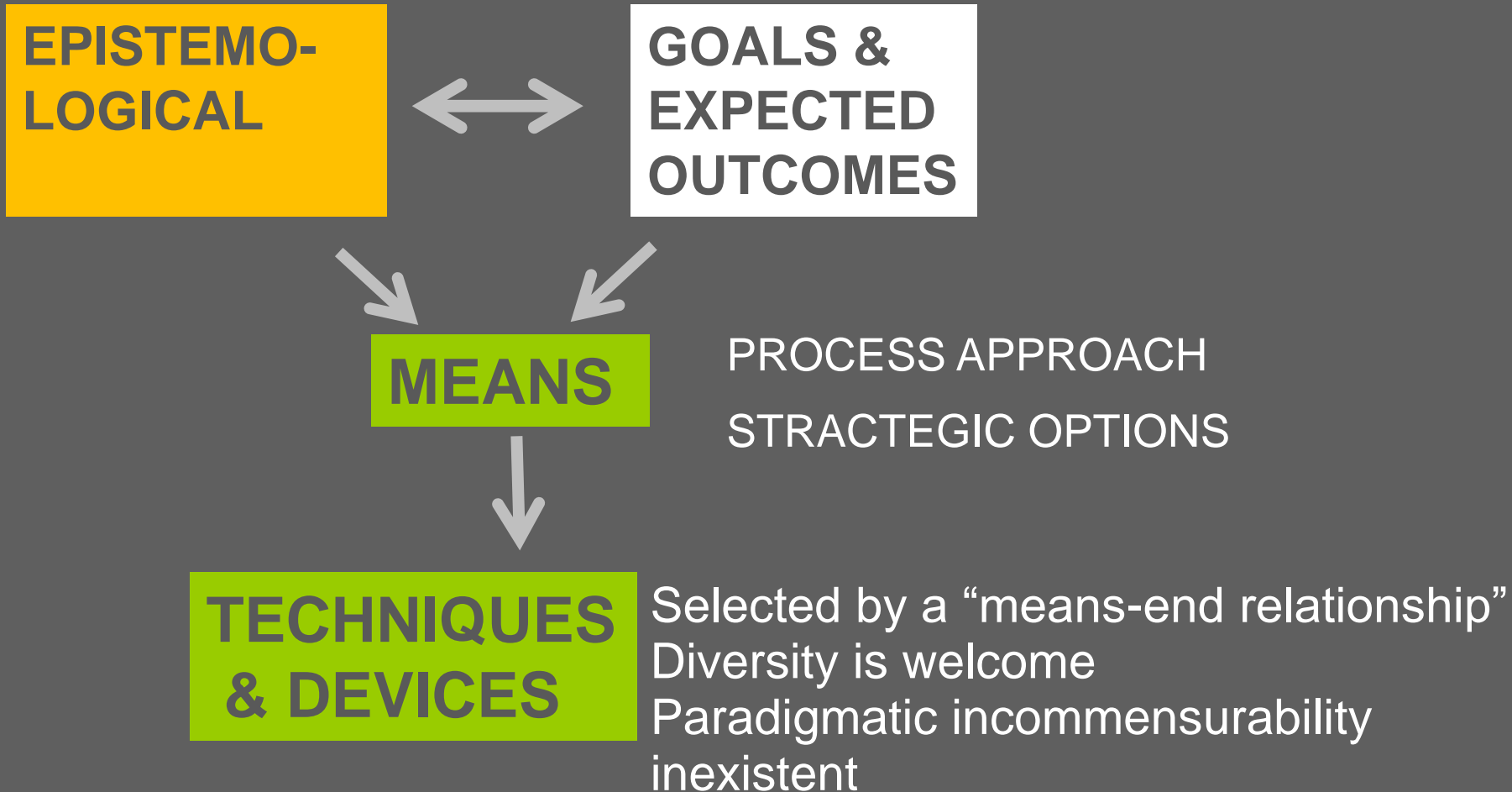
	NORMATIVE	SUBSTANTIVE	INSTRUMENTAL
PURPOSE	End	Mean	Strategy
MAIN IDEA	Democratization is a value to pursue	The multiplicity of points of views is a means to achieve quality	Achieve better positions in “the social game”
BENEFITS	Increase empowerment and emancipation	Produce better and more informed policies and practices	Fostering trust to conquer audibility and legitimate positions
CRITICAL ISSUES	<ul style="list-style-type: none"> <li>• Democracy and instrumentalization</li> <li>• Representation and representativity</li> </ul>	<ul style="list-style-type: none"> <li>• Cost / benefit</li> <li>• Believe in a common will to be discovered</li> <li>• Automatic concensus defending</li> </ul>	<ul style="list-style-type: none"> <li>• Doubtless ethics of strategic behaviour</li> <li>• Rethorics</li> <li>• Manipulation</li> </ul>

# 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 responsibilities by compromising stakeholders
- ✓ all stakeholders involvement in an equitative communicational process
- ✓ take into account each stakeholders agenda
- ✓ empower stakeholders by building progressive authonomy

# PUBLIC PARTICIPATION & ENGAGEMENT ROLE IN PLANNING SOCIAL INTERVENTION



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# Thank you!

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IACD

Community Development  
International Conference

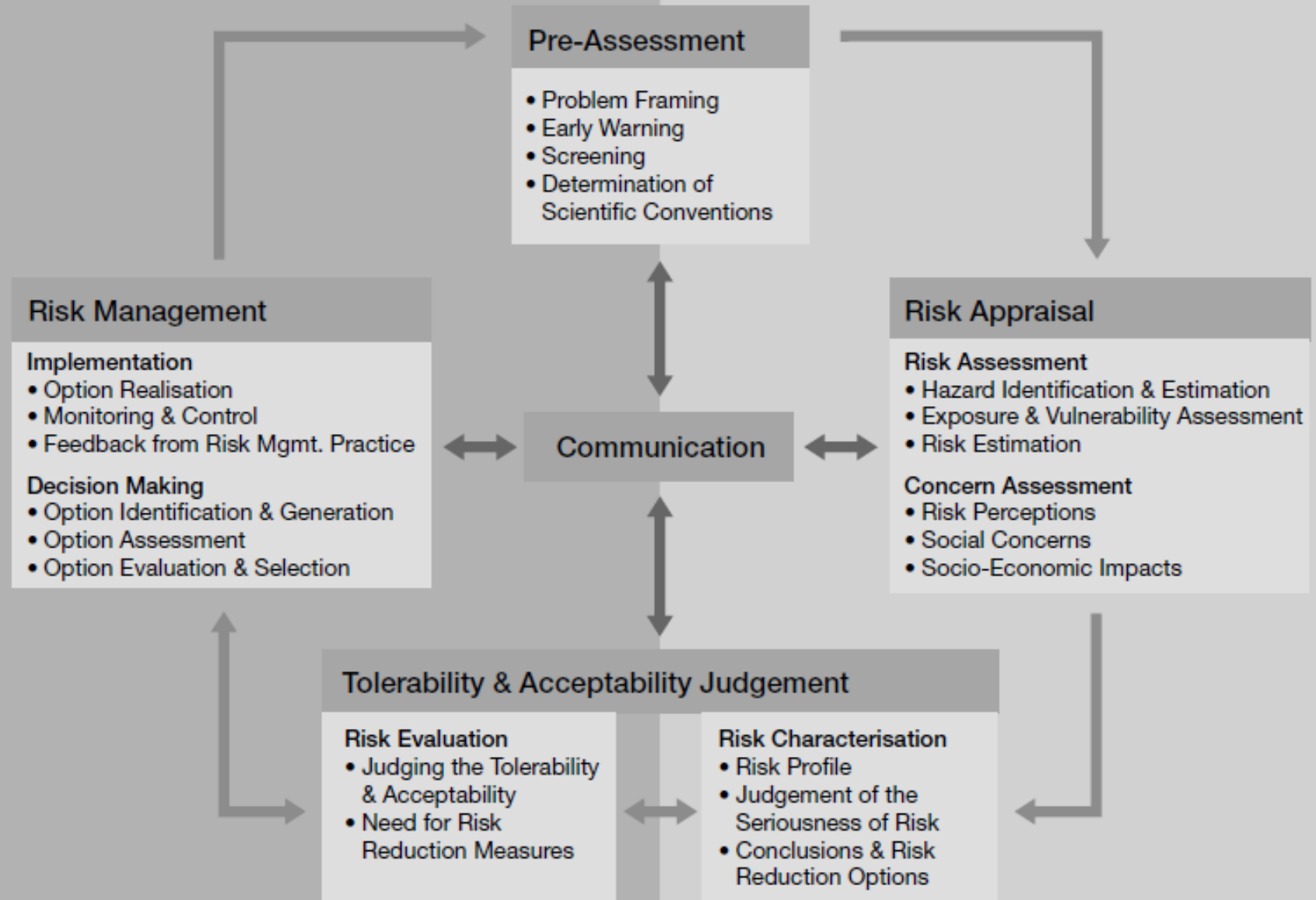
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Management Sphere:  
Decision on & Implementation of Actions

Assessment Sphere:  
Generation of Knowledge



# Princípios da EQUIPA de COMUNICAÇÃO DE RISCO:

- 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** :
  - **COMPREENSÃO** 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)

Knowledge Characterisation	Management Strategy	Appropriate Instruments	Stakeholder Participation
1 'Simple' risk problems:	Routine-based: (tolerability/ acceptability judgement)  (risk reduction)	<ul style="list-style-type: none"> <li>➤ Applying "traditional" decision-making               <ul style="list-style-type: none"> <li>• Risk-benefit analysis</li> <li>• Risk-risk trade-offs</li> </ul> </li> <li>• Trial and error</li> <li>• Technical standards</li> <li>• Economic incentives</li> <li>• Education, labelling, information</li> <li>• Voluntary agreements</li> </ul>	Instrumental discourse
2 Complexity-induced risk problems:	Risk-informed: (risk agent and causal chain)	<ul style="list-style-type: none"> <li>➤ Characterising the available evidence</li> <li>• Expert consensus seeking tools:               <ul style="list-style-type: none"> <li>◦ Delphi or consensus conferencing</li> <li>◦ Meta analysis</li> <li>◦ Scenario construction, etc.</li> </ul> </li> <li>• Results fed into routine operation</li> </ul>	Epistemological discourse
	Robustness-focussed: (risk absorbing system)	<ul style="list-style-type: none"> <li>➤ Improving buffer capacity of risk target through:               <ul style="list-style-type: none"> <li>• Additional safety factors</li> <li>• Redundancy and diversity in designing safety devices</li> <li>• Improving coping capacity</li> <li>• Establishing high reliability organisations</li> </ul> </li> </ul>	
3 Uncertainty-induced risk problems:	Precaution-based: (risk agent)	<ul style="list-style-type: none"> <li>➤ Using hazard characteristics such as persistence, ubiquity etc. as proxies for risk estimates</li> </ul> Tools include: <ul style="list-style-type: none"> <li>• Containment</li> <li>• ALARA (as low as reasonably achievable) and ALARP (as low as reasonably possible)</li> <li>• BACT (best available control technology), etc.</li> </ul>	Reflective discourse
	Resilience-focussed: (risk absorbing system)	<ul style="list-style-type: none"> <li>➤ Improving capability to cope with surprises</li> <li>• Diversity of means to accomplish desired benefits</li> <li>• Avoiding high vulnerability</li> <li>• Allowing for flexible responses</li> <li>• Preparedness for adaptation</li> </ul>	
4 Ambiguity-induced risk problems:	Discourse-based:	<ul style="list-style-type: none"> <li>➤ Application of conflict resolution methods for reaching consensus or tolerance for risk evaluation results and management option selection</li> <li>• Integration of stakeholder involvement in reaching closure</li> <li>• Emphasis on communication and social discourse</li> </ul>	Participative discourse

Knowledge Characterisation	Management Strategy	Appropriate Instruments	Stakeholder Participation
<p>2 Complexity-induced risk problems</p>	<p><i>Risk-informed:</i> (risk agent and causal chain)</p>	<p>➔ Characterising the available evidence</p> <ul style="list-style-type: none"> <li>• Expert consensus seeking tools:               <ul style="list-style-type: none"> <li>○ Delphi or consensus conferencing</li> <li>○ Meta analysis</li> <li>○ Scenario construction, etc.</li> </ul> </li> <li>• Results fed into routine operation</li> </ul>	<p>Epistemological discourse</p> <p>supported in validity and legitimacy</p>
<p><i>Robustness-focussed:</i> (risk absorbing system)</p>	<p>➔ Improving buffer capacity of risk target through:</p> <ul style="list-style-type: none"> <li>• Additional safety factors</li> <li>• Redundancy and diversity in designing safety devices</li> <li>• Improving coping capacity</li> <li>• Establishing high reliability organisations</li> </ul>		

# O que a GESTÃO de RISCOS nos pode ajudar para LIDAR COM O PROBLEMA?

**SIMPLES**

**COMPLEXO**

**INCERTO**

**AMBÍGUO**

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 **PARTICIPAÇÃO DOS INTERESSADOS**