

## ***Stakeholders' participation : modalities***

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## **Core values**

**Independence, impartiality**

**Transparency**



**Access to  
stakeholders**

**Excellence/scientific expertise**

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## Opening up expertise to civil society

**Charter signed in 2011** by 5 French public organisations  
(to be expanded soon to new ones)

- **Improving transparency** on the results of expertise and methods used in risk assessment
- **Sharing scientific knowledge and uncertainties** (discrepancies, minority positions and possible controversies among experts)
- **Capacity-building among stakeholders** for a better understanding and possible contribution to the assessment procedure (information, training, public debate, etc.)



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## A wide range of stakeholders

➤ ANSES deals with **citizen NGOs, trade unions and companies** involved in many sectors :

- **human health and safety** in the fields of **environment, work and food**



- **animal health and welfare and plant protection**



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## Involvement at various levels

### 1. Governance bodies:

- Board of Directors
- Thematic steering committees

### 2. Dialogue committees on controversial issues:

- Radiofrequencies,
- Nanomaterials
- (GMOs)

### 3. Along the risk assessment process:

- Hearings by expert groups,
- Feedback events to explain opinions
- Training sessions
- Public consultations

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## 1. Governance bodies

### Board of Directors:

- **Composition:** 37 members - 6 « colleges »
  - Representatives of the **Ministries:** 8
  - Representatives of certified (approved by the French State) **citizen NGOs:** 7 in the fields of environment, patients, consumers and victims (occupational health)
  - Representatives of **professional organisations:** 6
  - Representatives of **trade unions** and **employers'** organisations: 8
  - **Elected officials** and **experts** : 3
  - Representatives of **Anses staff:** 3
- **Selection:** Appointed by the Government
- **Objectives:** Endorse the global orientations and strategy, discuss the general organisation including the creation of expert committees, and deal with ethics

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## 1. Governance bodies

### Thematic steering committees (5):

- **Composition:** Ministries and public bodies, associations (NGOs) professional organisations (PO), trade unions (TU) and employers' organisation, scientific and technical experts
- **Food:** 47 members - 12 NGOs - 14 PO -1 TU
- **Environment:** 37 members - 11 NGOs - 6 PO - 3 TU
- **Occupational health:** 34 members - 5 NGOs - 9 PO - 5 TU
- **Animal health and welfare:** 38 members - 6 NGOs - 13 PO
- **Plant protection:** 30 members - 3 NGOs - 7 PO – 2 TU
- **Selection:** following internal or external proposals
- **Objectives:** Consultation on the strategic orientations of the Agency's, contribution to research and work programme, tracing civil society's concerns on health and environment issues

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## 2. Dedicated dialogue committees

### Radiofrequencies and Nanomaterials

**Set up:** RF in 2011 and Nanos in 2012 - 2 to 3 meetings a year

**Composition:** 23 members (RF) - 19 members (Nanos)

**Selection:** open call for candidacies

**Presidency:** outside personality on a voluntary basis  
To ensure neutrality and benevolence towards all actors

**Objectives:** Scope focused on potential health impacts but not on the utility of technologies themselves

Discussing scientific reports and methodologies used for the RA process, making proposals on research to be conducted, favoring a better understanding of the results and recommendations

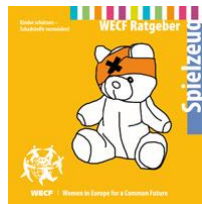
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### 3. Along the risk assessment process

#### Upstream engagement:

- **Consultations** on the renewal of Anses internet website, framing of expertise, etc.
- Some examples: EATi (choice of priority substances to be assessed in food), chemicals in toys/textiles, endocrine disruptors, etc.



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### 3. Along the risk assessment process

#### Hearings by expert groups:

- lay-knowledge, field expertise
- grey literature
- additional papers/studies
- positions and expectations
- societal stakes



Perturbateurs  
endocriniens

Synthèse et étude  
des auditions

Rapport d'appui scientifique et technique

Mar 2012 Edition scientifique

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### 3. Along the risk assessment process

#### Knowledge and capacity building

➤ means going much further than transparency and risk communication

- Ad'hoc training sessions, etc.
- Work feedback events: explaining RA methodology, uncertainties, results and recommendations
- Public consultations (ex. RF and children)



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### Stakeholders' participation : impact assessment

Aymeric Luneau  
Sociologist

*French National Research Group on Participatory Democracy*

**CNRS**



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## Methodology

The three dimensions of Democracy Cube along which forms of participation vary (Fung 2006):

- How do participants interact?
- Who are participants?
- What is the impact of public involvement?

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## Who are the Stakeholders Involved?

Governance bodies and dialogue committees

	Frequencies	%
Professional organisations	33	44.59
NGOs	32	43.24
Trade unions	5	6.76
Agricultural unions	4	5.41
	<b>74</b>	<b>100</b>

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## Who are the Stakeholders Involved ?

### The risk assessment process (Hearings)

	Frequencies	%
Professional organisations	146	78.9
NGOs	34	18.4
Trade unions	5	2.7
Total	185	100

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## The Impacts of Stakeholders' Involvement

- 32 interviews with stakeholders who sat in governance bodies or dialogue committees (2010-2015)
- The aims :
  - to collect the experiences of stakeholders;
  - to understand why they are involved in participatory bodies.

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## 1. The Effects on Stakeholders' Resources

- Stakeholders get new information on risk assessment and, then, they improve their understanding of risks.

*[>Question?]: What do you expect from the thematic steering committees?*

*[>Pro. organisation]: Information... We are interested in news about environmental health issues.*

## 1. The Effects on Stakeholders' Resources

- The information also has a strategic value:
  - Stakeholders can anticipate future environmental and health policies, prepare negotiations or advise their companies

*“Thematic steering committees enable to be aware of recommendations which will be published and lead to new laws and regulations”. (A professional organisation)*

- They get cognitive resources to play their role of advocacy groups.

## 2. The Effects on the Risk Assessment and Regulation Processes

- Stakeholders attempt to influence the risk regulation process.
  - NGOs highlight risks,
  - Whereas professional organisation minimize risks related to their industries.

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### 2.2. A Blurred Contribution

- Interviewees consider that they do not influence the agenda of ANSES.
  - 1<sup>st</sup> reason: ANSES has to deal with a lot of work
  - 2<sup>nd</sup> reason: the overrepresentation of Ministries

Then, stakeholders have little opportunities to change the work program.

- 3<sup>rd</sup> reason: the stakeholders have no clues to figure out how ANSES has taken into account their contributions.

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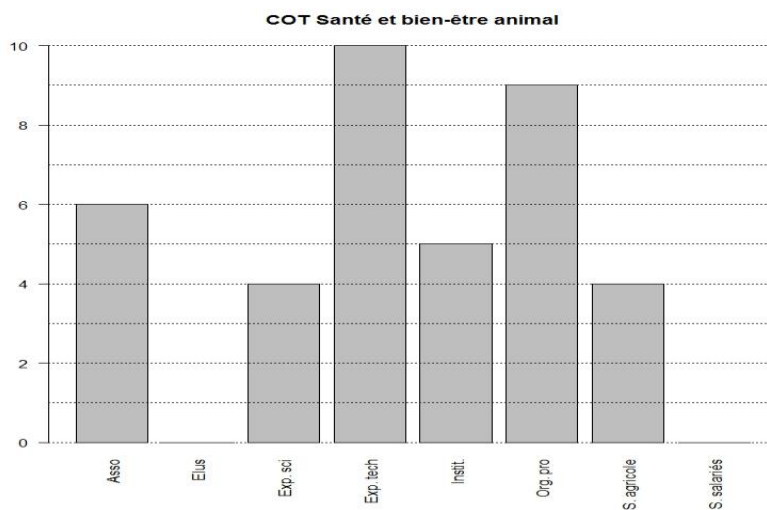
## 2.3. The Legitimacy of Actors and the Balance of Power

- Stakeholders' involvement changes the balance of power between actors
  - Representatives of a professional organisation believe that professional organisations have become a minority in the thematic steering committees related to animal health and welfare.

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## 2.3. The Legitimacy of Actors and the Balance of Power



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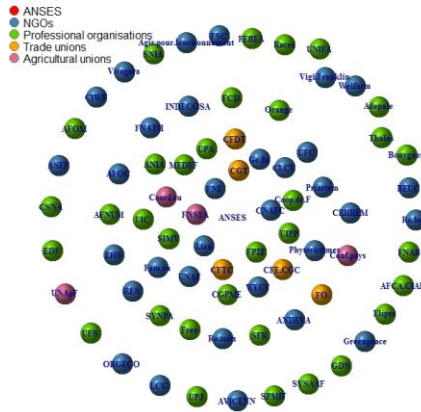
## 2.4. The Clarification of Environmental and Health Issues

- The participatory bodies of ANSES open new forums where issues related to environmental and health risks can be discussed and precised.
- These clarifications allow:
  - to identify common interests;
  - to achieve a collective action in public sphere and policy-making arenas

## 3. The Stakeholders' Involvement Process

- The ability of stakeholders to contribute to the governance of ANSES or the risk assessment process depend on their understanding of environmental and health risks.
- This understanding relies on an “interactional expertise” (Collins and Evans 2007).

### 3. The Stakeholders' Involvement Process

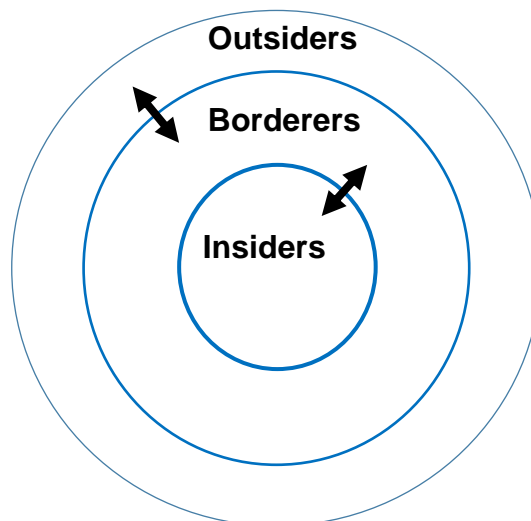


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### 3. The Stakeholders' Involvement Process

- The three groups of stakeholders:



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## Conclusion

The limits of our study :

- The interviewees did not participate in the risk assessment process (Hearings)
  - Therefore, we couldn't analyse the effect that stakeholders have on it.
- Our analysis relies on the representations which the interviewees have of their influence.
  - It will be necessary to complete this analysis with interviews of experts and ANSES's agents

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## Conclusion

- The interviews show that :
  - Stakeholders' involvement does not influence the governance of the Agency
- But :
  - It has an impact on the balance of power between actors (e.g. NGOs vs. professional organisations);
  - It offers opportunities to take grips on the risk regulation process;
- And
  - The authority of ANSES is strengthened.

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## Conclusion

- Interviewees are interested in the participatory bodies of ANSES, because they make links between the risk assessment and the risk management processes.
- Stakeholders' involvement could question the French model of expertise.
- But Interviewees insist on the necessary separation of the risk assessment and the risk management processes.

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## Conclusion

- My feeling is that the five years of discussion between ANSES and stakeholders has strengthened the interest in Stakeholders' participation.
- And the opening up of ANSES to civil society seems to be taken for granted.

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